

ED NATIONS WORLD book

*Everyman's* **UNITED NATIONS**

Introduction by **TRYGVE LIE**

Prepared by the

UN Department of Public

JX

1977

A39

1948

FUNK & WAGNALLS

in association with UNITED NATIONS

EX LIBRIS  
UNIVERSITATIS  
ALBERTAENSIS









Digitized by the Internet Archive  
in 2019 with funding from  
University of Alberta Libraries



*Everyman's*  
**UNITED NATIONS**

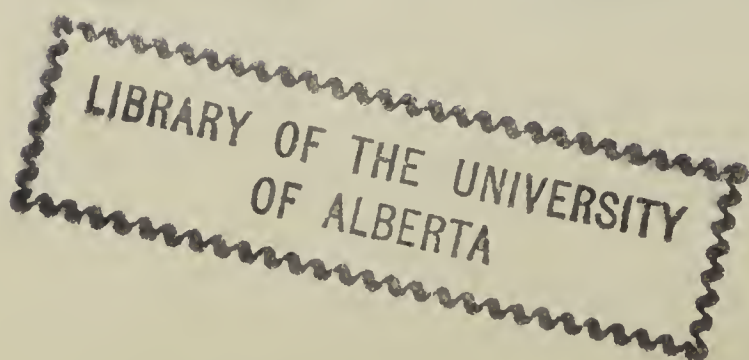
Introduction by  
**TRYGVE LIE**

Prepared by and published for the  
Department of Public Information  
of the United Nations

FUNK & WAGNALLS COMPANY • NEW YORK  
*in association with*  
UNITED NATIONS WORLD • NEW YORK

COPYRIGHT, 1948, BY  
U. N. WORLD, INC.

Printed in the United States of America



# Contents

JX  
1977  
A39  
1948  
Page

## INTRODUCTION

xv

## PART 1. THE UNITED NATIONS

### WHAT IS THE UNITED NATIONS?

Purposes	1
Principles	1
Finance	2
Legal Capacity and Immunities	2

### HOW THE UNITED NATIONS CAME INTO BEING

The Atlantic Charter	2
The Declaration by United Nations	2
The Moscow Declaration	2
The Dumbarton Oaks Proposals	3
The Crimea Conference	3
The Committee of Jurists	3
The San Francisco Conference	3
The Preparatory Commission	4

### MEMBERS

5

### ORGANIZATION OF THE UNITED NATIONS

6

### THE GENERAL ASSEMBLY

Composition	6
Sessions	6
Functions and Powers	6
Maintenance of International Peace and Security	7
International Economic and Social Cooperation	7
International Trusteeship System	7
Information on Non-Self-Governing Territories	8
Budgetary Powers	8
Membership of the United Nations	8
Amendments to the Charter	8
Relations with Other Organs	8
Election	8
Reports	9
International Court of Justice	9
Other Organs	9
Voting Procedure	9

104375



	<i>Page</i>
Organization of the General Assembly	9
Main Committees	10
Procedural Committees	10
Standing Committees	10
<i>Ad hoc</i> Committees	10
 THE SECURITY COUNCIL	
Composition	10
Sessions	11
Functions and Powers	11
Pacific Settlement of Disputes	11
Preventive or Enforcement Action	12
Agreements on Armed Forces	12
Transitional Arrangements	12
Right of Self-Defense	12
Regional Agencies and Arrangements	12
Strategic Areas under Trusteeship System	13
Membership of the United Nations	13
Amendments to the Charter	13
Relations with Other Organs	13
Voting Procedure	13
Organization of the Security Council	14
 THE ECONOMIC AND SOCIAL COUNCIL	
Composition	14
Sessions	15
Functions and Powers	15
Relations with Other Organs and with Members	15
Relations with Specialized Agencies	16
Relations with Non-Governmental Organizations	16
Voting Procedure	16
Organization of the Economic and Social Council	16
Functional Commissions	16
Regional Commissions	17
Standing Committees	17
<i>Ad hoc</i> Committees	17
Special Bodies	17
Specialized Agencies	17
Non-Governmental Organizations	18
 TRUSTEESHIP AND NON-SELF-GOVERNING TERRITORIES	
NON-SELF-GOVERNING TERRITORIES	
United Nations Responsibilities Toward Non-Self-Governing Territories	20
 INTERNATIONAL TRUSTEESHIP SYSTEM	
Objectives of the Trusteeship System	21
Application of the Trusteeship System	22
Trusteeship Agreements	22

	<i>Page</i>
TRUSTEESHIP COUNCIL	22
Composition	22
Sessions	23
Functions and Powers	23
Relations with Other Organs	23
Voting Procedure	23
THE INTERNATIONAL COURT OF JUSTICE	
Composition	24
Membership	24
Sessions	24
Competence of the Court	24
Jurisdiction	25
Compulsory Jurisdiction	25
Application of International Law	25
Decisions of the Court	26
Advisory Opinions	26
Voting Procedure	26
Organization of the Court	26
THE SECRETARIAT	
Composition	27
Secretary-General	27
Staff	27
International Character of the Secretariat	27
Organization of the Secretariat	28

## PART 2. THE WORK OF THE UNITED NATIONS

### POLITICAL AND SECURITY QUESTIONS

The Iranian Question	29
The Indonesian Question	30
Ukrainian Action	30
Indian and Australian Action	30
The Syrian and Lebanese Question	32
The Spanish Question	33
The Greek Question	34
USSR Action	34
Ukrainian Action	34
Greek Action	35
Balkan Commission Established	35
Aid to Greece and Turkey	35
Subsidiary Group of Commission	35
Report of the Balkan Commission	36
Proposals Made to the Council	36
General Assembly Appoints Special Committee	37
Treatment of Indians in the Union of South Africa	38
Corfu Channel Question	39

	<i>Page</i>
/Palestine	40
First Special Session of the General Assembly	40
Special Committee on Palestine	40
Report of the Special Committee on Palestine	40
Second Regular Session of the General Assembly	41
Action on Assembly's Resolution by the Palestine Commission	41
Action on Assembly's Resolution by the Economic and Social Council	42
Action on Assembly's Resolution by Security Council	42
Second Special Session of the Assembly	43
Arrangements for a Truce and Further Action by the Security Council	44
Egyptian Question	44
The Korean Question	45
India-Pakistan Question	47
Indian Complaint	47
Pakistan Counter Charges	47
Council Deliberations	48
Commission Established	48
Council Recommendations	48
Membership of the Commission	49
Disposition of Other Issues	50
The Czechoslovakian Situation	50
Atomic Energy	51
Working Committee	51
General Assembly Resolution	52
First Report of the Commission	52
Second Report of the Commission	52
Committee Work	53
Joint Statement	53
Regulation and Reduction of Armaments	54
Resolution of the General Assembly	54
Information on Armed Forces to Be Submitted by Members	55
Commission for Conventional Armaments	55
United Nations Armed Forces	56
Military Staff Committee Report	56
Admission of New Members	57
New Members Admitted in 1946	57
Reexamination of Applicants	58
Applications Received in 1947	58
Recommendations of the General Assembly	59
Application of Burma	59
Advisory Opinion of the Court	59
Rules Governing the Admission of New Members	60
Voting Procedure in the Security Council	60
Establishment of an Interim Committee of the General Assembly	62
Measures to Be Taken Against Propaganda and the Inciters of a New War	64
Free Territory of Trieste	64



	<i>Page</i>
<b>ECONOMIC AND SOCIAL QUESTIONS</b>	
Economic Reconstruction of Devastated Areas	65
Temporary Subcommittee on Economic Reconstruction of Devastated Areas	65
Report of the Subcommittee	65
Matters Important for Reconstruction	66
Devastated Areas in Asia and the Far East	66
Reconstruction Problems of Devastated Areas in Africa	67
Reports on Financial Needs	67
Regional Economic Commissions	68
Economic Commission for Europe	69
Economic Commission for Asia and the Far East	71
Economic Commission for Latin America	73
Proposal to Establish an Economic Commission for the Middle East	73
World Shortage of Cereals	74
General Assembly Resolution	74
Special Meeting on Urgent Food Problems	74
General Assembly Recommendations	74
FAO Memorandum	75
Coordination of International Commodity Arrangements	75
Relief Needs After the Termination of UNRRA	76
Recommendations of the General Assembly	76
Special Technical Committee on Post-UNRRA Relief	77
Report on Members' Plans	78
World Economic Conditions and Trends	78
Full Employment	79
Economic Development	80
Conservation and Utilization of Resources	81
Fiscal Questions	81
Statistical Questions	82
World Statistical Congress	82
Coordination of Activities in the Statistical Field	82
Statistical Classification	83
Transfer of League of Nations Functions	83
Technical Publications	83
Transport and Communications	83
Safety of Life at Sea and in the Air	84
Passport and Frontier Formalities	85
Population Questions	85
Demographic Yearbook	86
International Census Plans	86
Population Studies in Trust Territories	86
Other Demographic Problems	86
Migration Problems	87
Protection of the Rights of Migrant Workers	87
Assistance to Indigent Foreigners	87
Refugees and Displaced Persons	87
Principles Endorsed by the Assembly	88
Special Committee	88
Views on the Refugee Question	88
General Assembly's Recommendations	89

	<i>Page</i>
Welfare Activities Taken Over from UNRRA	89
Functions To Be Assumed by the United Nations	89
Program Recommended by Social Commission	90
Furnishing of Experts to Governments	90
Fellowship Program	91
Demonstration Equipment and Supplies for Training Purposes	91
Regional Seminars	91
International Children's Emergency Fund	92
United Nations Appeal for Children (UNAC)	93
Child Welfare	94
Traffic in Women and Children	95
Social Problems in Underdeveloped Areas	96
Prevention of Crime and Treatment of Offenders	96
Housing and Town Planning	97
Exchange of Workers	98
Human Rights	99
Bill of Human Rights	99
Human Rights Yearbook	100
Human Rights Provisions in Peace Treaties	100
Information Concerning Human Rights Arising from Trials of War Criminals	100
Establishment of Information Groups or Local Human Rights Committees	100
Communications Concerning Human Rights	101
Trade Union Rights	101
Freedom of Information	102
Conference on Freedom of Information	103
Draft Convention on the Gathering and International Trans- mission of News	103
Draft Convention Concerning the Institution of an Inter- national Right of Correction	103
Draft Convention on Freedom of Information	103
Prevention of Discrimination and Protection of Minorities	104
Genocide	105
Draft Convention Prepared by Secretariat	105
Consideration by the Assembly	105
Draft Convention Prepared by <i>ad hoc</i> Committee	106
Status of Women	107
Political Rights	107
Educational Opportunities	108
International Bill of Human Rights	108
Communications Concerning the Status of Women	108
Equal Pay for Equal Work	109
Narcotic Drugs	109
Limitation of Production of Raw Materials	109
Opium Smoking	110
Annual Reports by Governments	110
Strengthening the International Control of Narcotic Drugs	110
New Synthetic Drugs	111
Coca Leaves	111



	<i>Page</i>
Teaching about the United Nations	111
Reports of Regional Conferences	111
International Center for Training in Public Administration	111
Recommendations on Economic and Social Questions	112

## TRUSTEESHIP QUESTIONS

Questions Concerning Non-Self-Governing Territories	112
Information on Non-Self-Governing Territories Transmitted under Article 73 (e) of the Charter	112
Trusteeship Agreements	115
Terms of the Agreements	116
United States Strategic Area	117
Formation of Trusteeship Council	118
Questionnaire	118
Report on New Guinea Submitted by the Government of Australia	119
Petitions	119
Samoa—Petition for Self-Government	119
Tanganyika—Petitions Concerning Former German and Italian Residents	121
Togoland—Petition for Unification of Ewe Tribes	121
Petitions Concerning Draft Convention Prepared by ILO	122
Miscellaneous Petitions	123
Visiting Missions	123
Future Status of South-West Africa	123
Draft Statute for the City of Jerusalem	124

## LEGAL QUESTIONS

International Court of Justice	125
Conditions under Which the Court Is Open to States Not Parties to the Statute	126
Conditions on Which Switzerland May Become a Party to the Statute of the Court	126
Authorizations to Request Advisory Opinions	126
Need for Greater Use of the Court by the United Nations and Its Organs	127
Corfu Channel Case	127
War Criminals	128
Progressive Development of International Law and Its Codifica- tion	128
Establishment of an International Law Commission	129
Privileges and Immunities of the United Nations and the Specialized Agencies	130
Official Seal and Emblem of the United Nations	130
United Nations Flag	130
United Nations Day	130
Teaching the International Law	131



	<i>Page</i>
<b>ADMINISTRATIVE AND BUDGETARY QUESTIONS</b>	
Supplementary Estimates for the Financial Year 1947	131
United Nations Budget for 1948	131
Unforeseen and Extraordinary Expenses	131
Working Capital Fund	131
Scale of Assessments for 1948	132
Provisional Financial Regulations of the United Nations	132
Composition of the Secretariat and the Principle of Geographical Distribution	132
Tax Equalization	132
<b>HEADQUARTERS OF THE UNITED NATIONS</b>	
Interim Headquarters	133
Site for Permanent Headquarters	133
Agreement between United Nations and United States	133
United States Loan	134
 <b>PART 3. THE SPECIALIZED AGENCIES</b>	
<b>INTERNATIONAL LABOR ORGANIZATION (ILO)</b>	
Functions	136
Origin	137
Organization	137
Activities	138
Conventions and Recommendations	139
Publications	140
Advisory Missions	140
Regional Activities	141
Other Activities	142
 <b>FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS (FAO)</b>	
Functions	142
Origin	143
Organization	143
Activities	144
Technical Advice and Assistance	144
Stimulating International Action	146
Acting as a World Clearing House for Information	148
 <b>UNITED NATIONS EDUCATIONAL, SCIENTIFIC, AND CULTURAL ORGANIZATION (UNESCO)</b>	
Functions	148
Origin	149
Organization	149
Activities	150
Reconstruction	150
Communication	150
Education	151
Cultural Interchange	152
Human and Social Relations	153
Natural Sciences	153

	<i>Page</i>
INTERNATIONAL CIVIL AVIATION ORGANIZATION (ICAO)	
Functions	154
Origin	154
Chicago Conference	154
The Provisional International Civil Aviation Organization	155
Organization	156
Field Offices	156
Activities	156
INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT	
Functions	157
Origin	158
Organization	158
Capital of the Bank	159
Borrowing Operations	159
Lending Operations	160
Missions	161
INTERNATIONAL MONETARY FUND	
Functions	161
Origin	161
Organization	162
Resources of the Fund	162
Activities	163
UNIVERSAL POSTAL UNION (UPU)	
Functions	164
Origin	164
Organization	164
Activities	165
Activities of the International Bureau	166
INTERNATIONAL TELECOMMUNICATION UNION (ITU)	
Functions	166
Origin	167
Organization	168
Activities	169
WORLD HEALTH ORGANIZATION (WHO)	
Functions	170
Origin	170
Organization	171
Activities	172
Field Services	173
Other Activities	174

	<i>Page</i>
INTERNATIONAL REFUGEE ORGANIZATION (IRO)	
Functions	175
Standards of Eligibility for IRO Assistance	175
Origin	175
Organization	176
Preparatory Commission	176
Refugee Operations of UNRRA and the Intergovernmental Committee on Refugees (IGC)	177
Repatriation and Resettlement	177
Protection of Refugees	179
Tracing of Missing Persons	179
WORLD METEOROLOGICAL ORGANIZATION (WMO)	
Functions	179
Origin	180
Organization	180
INTERNATIONAL TRADE ORGANIZATION (ITO)	
Functions	181
Origin	181
Draft Charter	182
Multilateral Trade Agreement	182
United Nations Conference on Trade and Employment	183
Organization	184
Interim Arrangements	184
INTERGOVERNMENTAL MARITIME CONSULTATIVE ORGANIZATION (IMCO)	
Functions	185
Origin	185
Organization	186
ADDRESSES OF THE SPECIALIZED AGENCIES	
International Labor Organization (ILO)	186
Food and Agriculture Organization of the United Nations (FAO)	187
United Nations Educational, Scientific, and Cultural Organiza- tion (UNESCO)	187
International Civil Aviation Organization (ICAO)	187
International Bank for Reconstruction and Development	187
International Monetary Fund	187
Universal Postal Union (UPU)	187
International Telecommunication Union (ITU)	187
World Health Organization (WHO)	188
International Refugee Organization (IRO)	188
World Meteorological Organization (WMO)	188
International Trade Organization (ITO)	188
Intergovernmental Maritime Consultative Organization (IMCO)	188



## PART 4. APPENDICES

	<i>Page</i>
MEMBERS OF THE UNITED NATIONS AND THE SPECIALIZED AGENCIES	190
Notes	194
ROSTER OF THE UNITED NATIONS	196
SELECTED BIBLIOGRAPHY	
United Nations Publications	198
Unofficial Publications	199
Periodicals	200
ADDRESSES OF UNITED NATIONS INFORMATION CENTRES	201



## Introduction

The United Nations today is the chief force holding the world together against all the conflicting strains and stresses that are pulling it apart. In its machinery for constructive cooperation and conciliation lies the greatest defence of the world against the lawless use of force in international affairs, and the world's greatest hope for achieving better standards of living for all.

The purpose of this book is to explain that machinery, and to show how it has been and is being used by the fifty-eight Member Governments for the benefit of all.

Part I tells what this machinery is, how it works, how it was evolved.

Part II tells the story of the work of the United Nations. It deals not only with its political and security aspects, which are frequently highlighted in the world's press. It also explains those less spectacular but no less important efforts to improve economic and social conditions, to remove the barriers to world trade, to eradicate social evils such as the use of harmful narcotic drugs or discrimination against minorities, to insure that accurate information shall be freely available. It describes the work of the United Nations to improve conditions in non-self-governing territories which are placed under the International Trusteeship System, and refers to the information it receives from the Powers administering other non-self-governing territories. This section also gives some account of the work of the United Nations on such legal questions as the progressive development of international law. It refers briefly to budgetary matters, and to the establishment of the headquarters of the United Nations.

Part III is concerned with the specialized agencies—those intergovernmental organizations working in the economic, social, educational, health, and related fields, which are linked by agreements with the United Nations. Some of them, like the International Labor Organization, have been working in the field for many years; others, like the World Health Organization, have just come into existence. Some, like the International Trade Organization, have not yet come into formal existence, but their machinery is described, since it is proposed that as soon as they come into being they are to be linked up in the general coordinated machinery of the United Nations and the specialized agencies.

This book attempts only to tell the story in briefest outline. For a complete picture it is necessary to study the texts of reports and the accounts of debates. To help those who wish to study further any of the questions dealt with, a short bibliography has been added.

The value of such study cannot be overemphasized. It was in the name of the "peoples" of the world that the Charter of the United Nations was signed. To see that the Charter's principles are fulfilled by the Governments who represent them, "the peoples" must learn what these principles are, what the machinery is for putting them into effect, and how and to what purpose that machinery is being used.

TRYGVE LIE





## **Part One**

# **THE UNITED NATIONS**

## **What Is the United Nations?**

The United Nations is an organization of States which have accepted the obligations contained in the Charter of the United Nations.

If a conflict arises between these obligations and those which Members have accepted under other international agreements, their obligations under the Charter are to prevail.

The Charter was framed because the peoples of the United Nations were determined:

1. to save succeeding generations from the scourge of war;
  2. to reaffirm faith in basic human rights, and in the equal rights of men and women and of all nations;
  3. to establish conditions under which justice and respect for treaty obligations could be maintained;
  4. to promote better standards of living;
- and for these ends to practice tolerance and live together in peace with one another; to unite their strength to insure that armed force is used only in the common interest; and to employ international machinery for promoting the economic and social advancement of all peoples.

## **PURPOSES**

The United Nations has four purposes:

1. to maintain international peace and security;
2. to develop friendly relations among nations based on respect for the equal rights and self-determination of peoples;
3. to cooperate in solving international problems of an economic, social, cultural, or humanitarian character, and in promoting respect for human rights and fundamental freedoms for all; and
4. to be a center for harmonizing the actions of nations in attaining these common ends.

## **PRINCIPLES**

To fulfil these purposes the United Nations acts in accordance with seven principles. These are:

1. The organization is based on the principle of the sovereign equality of all its Members.
2. Members are to fulfil in good faith the obligations they have assumed under the Charter.

3. They are to settle their international disputes by peaceful means.
4. They are to refrain in their international relations from the threat or use of force in any manner inconsistent with the purposes of the United Nations.
5. They are to give the United Nations every assistance in any action it takes in accordance with the Charter, and to refrain from giving assistance to any State against which the organization is taking preventive or enforcement action.
6. The United Nations is to insure that non-Members act in accordance with these principles as far as is necessary for maintaining international peace and security.
7. The organization is not to intervene in matters essentially within the domestic jurisdiction of any State.

## FINANCE

The United Nations is financed by contributions from its Member Governments. How much each Member pays is decided by the General Assembly.

## LEGAL CAPACITY AND IMMUNITIES

The United Nations is to enjoy in the territory of each of its Members such legal capacity, privileges, and immunities as are necessary for fulfilling its purposes. Officials of the United Nations and representatives of Members are to enjoy the privileges and immunities necessary for the independent exercise of their functions.

## How the United Nations Came into Being

### THE ATLANTIC CHARTER

On 14 August 1941, President Roosevelt and Prime Minister Churchill issued a joint statement of principles and policies known as the Atlantic Charter. It envisaged a peace affording to all peoples security from aggression, freedom to choose their own government, access on equal terms to the trade and raw material of the world, freedom of the seas, improved labor standards, economic adjustment and social security, and freedom from fear and want.

### THE DECLARATION BY UNITED NATIONS

On 1 January 1942, twenty-six Allied nations signed the Declaration by United Nations, formally subscribing to this program of purposes and principles, and pledging themselves to cooperate in winning the war against the Axis Powers.

### THE MOSCOW DECLARATION

On 30 October 1942, China, the USSR, the United Kingdom, and the United States, in a statement known as the Moscow Declaration, asserted that their united action would be continued for the organization of peace and security after the war and recognized the need for establishing a



general international organization for maintaining peace and security, based on the principle of the sovereign equality of all peace-loving States and open to them all.

## THE DUMBARTON OAKS PROPOSALS

Informal exploratory discussions of plans for an international peace organization began soon afterwards. When mutual agreement on certain basic points had been reached, representatives of China, the USSR, the United Kingdom, and the United States met at Dumbarton Oaks, Washington, D. C., in the summer and fall of 1944, and worked out detailed proposals for a world organization. These proposals, which are generally known as the Dumbarton Oaks Proposals, were published on 9 October 1944.

## THE CRIMEA CONFERENCE

From 4 to 11 February 1945, President Roosevelt, Prime Minister Churchill, and Marshal Stalin met at Yalta in the Crimea. On 11 February, they announced that they had agreed to call a "Conference of United Nations" to meet at San Francisco on 25 April 1945 to draft a charter of a general international organization for peace and security along the lines proposed at Dumbarton Oaks. Agreement was also reached at Yalta on the voting procedure in the Security Council, which had not been agreed upon at Dumbarton Oaks.

China and France were invited to join the USSR, the United Kingdom, and the United States in sponsoring the San Francisco Conference. China accepted, but France, which had not been represented at Dumbarton Oaks, preferred not to act as a sponsor.

## THE COMMITTEE OF JURISTS

At the invitations of the Governments sponsoring the conference, a Committee of Jurists, with representatives from forty-four countries, met in Washington from 9 to 20 April 1945 and drafted a statute for the proposed International Court of Justice. The draft Statute was based on that of the Permanent Court of International Justice.

## THE SAN FRANCISCO CONFERENCE

The United Nations Conference on International Organization at San Francisco lasted from 25 April to 26 June 1945.

Invitations to it were sent by the four sponsoring Powers to those countries which had declared war on Germany or Japan and had subscribed to the Declaration by United Nations.

The invitation to Poland, one of the original signatories of the Declaration, was, however, held over pending the establishment of a Polish Provisional Government of National Unity. As this Government was not formed until after the Conference ended, Poland was unable to attend.

On 30 April, the Conference itself invited Argentina, the Byelorussian SSR and the Ukrainian SSR to attend; on 5 June it invited Denmark, which was newly liberated.



Meantime the Dumbarton Oaks Proposals had been carefully examined by Governments and by international gatherings such as the Inter-American Conference on Problems of War and Peace which met at Mexico City from 21 February to 8 March 1945. Forty delegations to the San Francisco Conference submitted amendments to the Proposals, numbering an estimated 1,200 items. The sponsoring Governments themselves jointly submitted a series of amendments.

The Dumbarton Oaks Proposals, together with these amendments and the draft Statute of the International Court of Justice prepared by the Committee of Jurists, provided the basis for the work of the Conference in drawing up the Charter of the United Nations.

The Conference decided *inter alia* to extend the power and scope of the General Assembly, and amplify the purposes of the United Nations in the economic and social fields. It added provisions concerning the encouragement of human rights and fundamental freedoms. The Conference drafted a Trusteeship System to apply to those territories placed under it and a Declaration on Non-Self-Governing Territories binding on all United Nations Members administering such territories. It decided that if any party to a case before the Court should fail to comply with the Court's decision, the other party could have recourse to the Security Council.

One of the most controversial issues of the Conference was the voting procedure in the Security Council. Several representatives objected to the rule requiring the unanimity of the permanent members of the Council on all except procedural questions, particularly in regard to measures taken for the peaceful settlement of disputes. In an effort to clarify the voting formula the representatives of the four sponsoring Powers and France issued an interpretation in reply to a twenty-two-point questionnaire addressed to them. Although the Yalta voting formula was still not acceptable to many delegations, it was eventually adopted, as the sponsoring Powers made it clear that they could not accept any of the amendments proposed. To meet the wishes of representatives who felt they could more easily accept the voting formula if the process of amending the Charter were made easier, a clause was added providing for the calling of a General Conference to amend the Charter by a two-thirds vote of the General Assembly and a vote of any seven members of the Security Council. Amendments, however, would only come into force when ratified by two thirds of the Members of the United Nations, including all the permanent members of the Security Council.

On 25 June 1945, the San Francisco Conference unanimously approved the Charter and it was signed on the following day by the representatives of all the fifty participating Governments. A space was left among the original signatories for Poland, whose representative signed the Charter on 15 October 1945.

The Charter came into force on 24 October 1945, according to its terms, after the permanent members of the Security Council—China, France, the USSR, the United Kingdom, and the United States—and a majority of other signatories had ratified it.

## THE PREPARATORY COMMISSION

The San Francisco Conference established a Preparatory Commission, consisting of one representative each of the States which had signed the

Charter. The Commission first met on 27 June, immediately following the Conference, and concluded its work on 23 December 1945. It drew up detailed plans for the functioning of the principal organs of the United Nations and made arrangements for the first sessions of the General Assembly and the Councils, for the establishment of the Secretariat, and for the convening of the International Court of Justice.

On 10 January 1946, the General Assembly met for the first time in London.

## Members

The original Members of the United Nations are those which took part in the San Francisco Conference or had previously signed the United Nations Declaration of 1 January 1942, and which signed and ratified the Charter.

Argentine Republic	Iraq
Australia	Lebanon
Belgium	Liberia
Bolivia	Luxembourg
Brazil	Mexico
Byelorussian SSR	Netherlands
Canada	New Zealand
Chile	Nicaragua
China	Norway
Colombia	Panama
Costa Rica	Paraguay
Cuba	Peru
Czechoslovakia	Philippine Republic
Denmark	Poland
Dominican Republic	Saudi Arabia
Ecuador	Syria
Egypt	Turkey
El Salvador	Ukrainian SSR
Ethiopia	Union of South Africa
France	USSR
Greece	United Kingdom
Guatemala	United States
Haiti	Uruguay
Honduras	Venezuela
India	Yugoslavia
Iran	

Membership in the United Nations is open to all peace-loving States which in the opinion of the organization are able and willing to carry out the obligations of the Charter.

New Members are admitted by a two-thirds vote of the General Assembly upon the recommendation of at least seven members of the Security Council, including its permanent members.

The following new Members have been admitted:

Afghanistan became a Member on 19 November 1946	
Iceland	" " " " 19 November 1946



Sweden	"	"	"	"	19 November 1946
Siam	"	"	"	"	16 December 1946
Pakistan	"	"	"	"	30 September 1947
Yemen	"	"	"	"	30 September 1947
Union of Burma	"	"	"	"	19 April 1948

The General Assembly, upon the recommendation of the Security Council, may suspend a Member against which preventive or enforcement action has been taken by the Security Council or may expel a Member which has consistently violated the principles of the Charter.

## **Organization of the United Nations**

The United Nations has six principal organs: the General Assembly, the Security Council, the Economic and Social Council, the Trusteeship Council, the International Court of Justice, and the Secretariat.

Subsidiary organs which are found necessary may be established in accordance with the terms of the Charter.

The composition, functions, and organization of each of the principal organs are outlined below.

### **The General Assembly**

#### **COMPOSITION**

The General Assembly is the only principal organ of the United Nations which consists of all the Members. Each Member may have five representatives but only one vote.

#### **SESSIONS**

The General Assembly meets every year in regular session commencing on the third Tuesday in September. Special sessions may be summoned by the Secretary-General at the request of the Security Council or of a majority of the Members of the United Nations, or at the request of one Member concurred in by the majority of the Members.

#### **FUNCTIONS AND POWERS**

The General Assembly is essentially a deliberative organ, an overseeing, reviewing, and criticizing organ. Apart from administrative decisions affecting the organization, it acts by making recommendations.

The Charter states broadly that the General Assembly may discuss any questions or any matters within the scope of the Charter or relating to the powers and functions of any organs of the United Nations, and may make recommendations to the Members of the United Nations or to the Security Council or to both on any such questions or matters, with one exception. It may not make recommendations on a dispute or situation which is being dealt with by the Security Council, unless the Council so requests.

The functions and powers of the General Assembly may be grouped under the following headings:



## ***Maintenance of International Peace and Security***

Although the Security Council is intrusted with the primary responsibility for maintaining international peace and security, including the formulation of plans for establishing a system for the regulation of armaments, the General Assembly may consider the general principles of cooperation in the maintenance of peace and security, including the principles governing disarmament and the regulation of armaments. It may make recommendations with regard to such principles to the Members of the United Nations, to the Security Council, or to both.

The General Assembly may discuss any questions relating to the maintenance of international peace and security brought before it by any Member of the United Nations, by the Security Council, or by a State which is not a Member if it accepts in advance the obligations of pacific settlement contained in the Charter. The Assembly may make recommendations to the State or States concerned or to the Security Council on such questions except where they are already being dealt with by the Security Council (unless the Council requests it to do so). Any such question on which action is necessary is to be referred to the Security Council by the General Assembly either before or after discussion.

The General Assembly may recommend measures for the peaceful adjustment of any situation, regardless of origin, which it deems likely to impair the general welfare or friendly relations among nations, including situations resulting from violations of the principles and purposes of the United Nations, provided such situations are not being dealt with by the Security Council.

The Secretary-General, with the consent of the Security Council, informs the General Assembly at each session of any matters relating to peace and security with which the Security Council is dealing, and when it has ceased to deal with them.

The General Assembly may call to the attention of the Security Council situations which are likely to endanger international peace and security.

The Assembly initiates studies and makes recommendations to promote international cooperation in the political field and to encourage the progressive development of international law and its codification.

## ***International Economic and Social Cooperation***

Responsibility for discharging the functions and powers of the United Nations with respect to international economic and social cooperation rests with the General Assembly and, under its authority, with the Economic and Social Council.

The General Assembly must pass on agreements negotiated by the Economic and Social Council, bringing specialized agencies in the economic, social, cultural, and health fields into relationship with the United Nations. It may make recommendations for coordinating the policies and activities of these agencies.

## ***International Trusteeship System***

The General Assembly exercises the functions of the United Nations with regard to all trust territories not designated as strategic. It approves the terms of the Trusteeship Agreements and of their alteration or amendment.

In carrying out these functions the Assembly is assisted by the Trusteeship Council, which operates under its authority.

### ***Information on Non-Self-Governing Territories***

Members who are responsible for the administration of Non-Self-Governing Territories not placed under the Trusteeship System have undertaken to submit to the Secretary-General statistical and other technical information relating to economic, social, and educational conditions in these territories. The General Assembly considers the Secretary-General's analysis and summary of this information, and is assisted in this consideration by a special committee established by it in November 1947.

### ***Budgetary Powers***

The General Assembly has exclusive control over the finances of the United Nations. It considers and approves the budget and apportions its expenses among the Members. It also is empowered to examine the administrative budgets of the specialized agencies brought into relationship with the organization and to make recommendations to them.

### ***Membership of the United Nations***

For the Assembly's functions in admitting, suspending, and expelling Members, see above—"Members."

### ***Amendments to the Charter***

The Charter can be amended by the General Assembly or by a General Conference of Members of the United Nations.

Such a General Conference may be held at a date and place decided upon by a two-thirds vote of the General Assembly and a vote of any seven members of the Security Council. Each Member of the United Nations has one vote in the General Conference.

If the General Conference has not been held before the tenth annual session of the General Assembly, the proposal to call such a conference is to be placed on the agenda of the Assembly's tenth session. The Conference is to be held if so decided by a majority vote of the General Assembly and by a vote of any seven members of the Security Council.

A two-thirds vote in the General Assembly or the General Conference is required for the adoption of amendments. Amendments thus adopted take effect for all Members of the United Nations when they are ratified by two thirds of the Members including all the permanent members of the Security Council.

## **RELATIONS WITH OTHER ORGANS**

### ***Election***

The General Assembly elects the non-permanent members of the Security Council, the members of the Economic and Social Council, and the elective members of the Trusteeship Council.

On the recommendation of the Security Council it appoints the Secretary-General.

The General Assembly and the Security Council, voting independently, elect the judges of the International Court of Justice.



## **Reports**

The General Assembly receives annual and special reports from the Security Council and reports from the other organs. The report of the Security Council includes an account of the measures the Council has decided upon or taken to maintain international peace and security. The Secretary-General reports to the General Assembly on the work of the organization as a whole.

## **International Court of Justice**

The General Assembly, on the recommendation of the Security Council, determines the conditions on which a State that is not a Member of the United Nations may become a party to the Statute of the International Court. The Assembly may request the Court to give an advisory opinion on any legal question, and may authorize the other organs of the United Nations (apart from the Security Council, which itself has this right) as well as the specialized agencies, to request advisory opinions from the Court on legal questions arising within the scope of their work.

## **Other Organs**

The Economic and Social Council and the Trusteeship Council operate under the authority of the General Assembly. The regulations for the appointment of the Secretariat are established by the Assembly.

## **VOTING PROCEDURE**

Each Member of the United Nations has one vote in the General Assembly. Decisions on important questions are made by a two-thirds majority of the Members present and voting.

These important questions include: recommendations with respect to international peace and security, election of the non-permanent members of the Security Council, election of the members of the Economic and Social Council, election of the elective members of the Trusteeship Council, admission of new Members, suspension of the rights and privileges of Members, questions relating to the operation of the Trusteeship System, and budgetary matters.

Decisions on other questions, including the determination of additional categories of questions to be decided by a two-thirds majority, are by a simple majority of the Members present and voting.

A Member which is in arrears in its financial contributions to the organization has no vote in the General Assembly if its arrears equal or exceed the contributions due from it for the preceding two full years. The Assembly may permit such a Member to vote if it is satisfied that the failure to pay is due to conditions beyond the Member's control.

## **ORGANIZATION OF THE GENERAL ASSEMBLY**

The General Assembly adopts its own rules of procedure, elects its President and Vice-Presidents for each session, and may establish such subsidiary organs as it deems necessary for the performance of its functions.

The Assembly does most of its work in committees, of which there are



four types: main committees, procedural committees, standing committees, and *ad hoc* committees.

### **Main Committees**

The main committees consider agenda items referred to them by the General Assembly and recommend draft resolutions for submission to the Assembly's plenary meetings. Every Member of the United Nations has the right to be represented on each of the main committees. There are six main committees, which are: First Committee (Political and Security); Second Committee (Economic and Financial); Third Committee (Social, Humanitarian, and Cultural); Fourth Committee (Trusteeship), this Committee also deals with information from Non-Self-Governing Territories; Fifth Committee (Administrative and Budgetary); Sixth Committee (Legal).

### **Procedural Committees**

Procedural committees are established to deal with the organization and conduct of business of the General Assembly. There are two procedural committees: the General Committee (President, seven Vice-Presidents, and Chairman of the six main committees) and the Credentials Committee (nine members).

### **Standing Committees**

Standing committees are established to deal with continuing problems. There are two standing committees established in accordance with the Assembly's rules of procedure: the Advisory Committee on Administrative and Budgetary Questions (nine members) and the Committee on Contributions (ten members).

Other standing bodies which have been established by the General Assembly are: the Board of Auditors (three members) and the International Law Commission (not yet functioning).

### **Ad hoc Committees**

The General Assembly or any of its committees may appoint such *ad hoc* committees as may be required from time to time for special purposes. Several *ad hoc* committees were appointed by the Assembly during its first and second sessions. At its second session in November 1947 the Assembly established an Interim Committee as a subsidiary organ to function until the Assembly's third regular session. (See page 62 "Interim Committee.") Examples of other *ad hoc* committees which have been established by the Assembly are: the United Nations Temporary Commission on Korea, the Special Committee on the Balkans, the Special Committee on Information Transmitted under Article 73e of the Charter (concerning Non-Self-Governing Territories) and the Headquarters Advisory Committee.

## **The Security Council**

### **COMPOSITION**

The Security Council consists of eleven Members of the United Nations. China, France, the USSR, the United Kingdom, and the United States are permanent members of the Council.

The General Assembly elects the non-permanent members, taking into consideration the contribution of Members to the maintenance of international peace and security and to other purposes of the United Nations, and also equitable geographical distribution.

The non-permanent members are:

Belgium, Colombia, and Syria, to serve until 31 December 1948

Argentina, Canada, and the Ukrainian SSR, to serve until 31 December 1949

Each member of the Security Council has one representative.

Any Member of the United Nations which is not a member of the Security Council may participate without vote in a discussion of any question brought before the Council if the Council considers that the interests of that Member are specially affected.

Any Member of the United Nations which is not a member of the Security Council or any State which is not a Member of the United Nations, if it is a party to a dispute being considered by the Security Council, is invited to participate without vote in the discussions concerning the dispute.

## SESSIONS

The Security Council functions continuously. It meets periodically at the seat of the United Nations, or elsewhere if it thinks this advisable.

## FUNCTIONS AND POWERS

All Members of the United Nations have, in the Charter, given to the Security Council the primary responsibility for maintaining international peace and security. They have agreed that in carrying out its duties under this responsibility the Council is acting for all the Members. They have also agreed to accept and carry out the Council's decisions.

The Security Council is to act in accordance with the purposes and principles of the United Nations. Its specific functions come under the following headings:

### *Pacific Settlement of Disputes*

Parties to a dispute, the continuance of which is likely to endanger international peace and security, are first of all to seek a solution by negotiation, inquiry, mediation, consultation, arbitration, judicial settlement, resort to regional agencies or arrangements, and other peaceful means. The Security Council may call on States to settle their disputes by such means.

The Security Council may investigate any dispute or situation to see if its continuance endangers international peace and security. Such disputes and situations may be brought to its attention by Members and non-Members of the United Nations provided that, in the case of non-Members, they accept the obligations of pacific settlement contained in the Charter.

The General Assembly and the Secretary-General of the United Nations may also bring to the Council's attention situations or matters which in their opinions threaten peace and security.

During the course of a dispute, the Security Council may recommend procedures or methods of adjustment. It may also recommend terms of



settlement. In general, legal disputes are to be referred to the International Court of Justice.

### ***Preventive or Enforcement Action***

The Security Council determines the existence of any threat to the peace, breach of the peace, or act of aggression. It makes recommendations or decides to take enforcement measures to maintain or restore international peace and security. Before doing so it may call on the parties to a dispute to comply with provisional measures.

There are two categories of enforcement action which the Security Council may take:

1. *Measures not involving the use of armed force.* It may call on Members to apply such measures as complete or partial interruption of economic relations and of rail, sea, air, postal, telegraphic, radio, and other means of communication, and the severance of diplomatic relations.

2. *Action by air, sea, or land forces.* This may include demonstrations, blockade, and other operations by air, sea, or land forces of Members of the United Nations.

The Council decides if the action necessary to carry out its decisions is to be taken by all or by some of the Members of the United Nations. Members are to take this action either directly or through the appropriate international agencies to which they belong.

Members have agreed to help each other in carrying out the Council's decisions. If any Member is faced with special economic problems arising from the carrying out of preventive or enforcement measures decided on by the Security Council it may consult the Council on how these problems can be solved.

### ***Agreements on Armed Forces***

All Members have undertaken to make available to the Security Council on its call, in accordance with special agreements, the armed forces, assistance, and facilities, including the rights of passage, necessary for maintaining international peace and security. The Council plans the application of armed force with the assistance of a Military Staff Committee.

### ***Transitional Arrangements***

Pending the coming into force of these agreements, the Charter provides that China, France, the USSR, the United Kingdom, and the United States, after consultation, are to take joint action on behalf of the United Nations for maintaining peace and security.

### ***Right of Self-Defense***

The Charter provides that, if attacked, Members, either individually or acting together, may defend themselves until the Security Council takes action. They must, however, report what measures they have taken to the Council, which may then take any action it thinks necessary.

### ***Regional Agencies and Arrangements***

The Security Council is to encourage the development of pacific settlement of local disputes through regional arrangements or by regional agencies. Where appropriate, the Council will utilize such regional agencies or arrangements for enforcement action under its authority. Such enforce-



ment action, however, must not be taken without the Council's authority, except in regard to ex-enemy States.

All action undertaken or contemplated for maintaining international peace and security by regional agencies or under regional arrangements must be reported to the Security Council.

### ***Strategic Areas under Trusteeship System***

The Security Council exercises all functions of the United Nations under the Trusteeship System in trust territories classed as "strategic areas." The Charter states that the Council shall, without prejudice to security arrangements and subject to the terms of the Trusteeship Agreements, avail itself of the assistance of the Trusteeship Council in performing functions relating to political, economic, social, and educational matters in these territories.

### ***Membership of the United Nations***

For the functions of the Security Council in admitting, suspending, or expelling Members, see above—"Members."

### ***Amendments to the Charter***

An affirmative vote of any seven members of the Security Council is required to call a General Conference to amend the Charter.

Amendments to the Charter have to be ratified by all the permanent members of the Security Council before they take effect.

## **RELATIONS WITH OTHER ORGANS**

The Security Council makes annual and special reports to the General Assembly.

It may request the assistance of the Economic and Social Council.

It has the assistance of the Trusteeship Council in performing duties relating to political, economic, social and educational matters in trust territories which are designated as strategic areas.

The Security Council and the General Assembly, voting independently, elect the judges of the International Court of Justice.

The Security Council may ask the Court for an advisory opinion on any legal question.

If any party to a case fails to perform the obligations incumbent upon it under a judgment by the Court, the other party may have recourse to the Security Council which, if it deems necessary, may make recommendations or decide upon measures to give effect to the Court judgment.

The Security Council recommends to the General Assembly the terms on which a State which is not a Member of the United Nations may become a party to the Statute of the Court.

Subject to the provisions of treaties in force, the Council lays down the conditions on which the Court is to be open to a state which is not a party to its statute.

It is on the Security Council's recommendation that the General Assembly appoints the Secretary-General.

## **VOTING PROCEDURE**

Each member of the Security Council has one vote.

Decisions on procedural matters are made by an affirmative vote of any seven members.

Decisions on other matters are made by an affirmative vote of seven members including the concurring votes of all the five permanent members. There is only one exception to this—any member, whether permanent or non-permanent, must abstain from voting in decisions concerning the pacific settlement of a dispute to which it is a party. (For discussions on Voting in the Security Council, see page 60.)

## ORGANIZATION OF THE SECURITY COUNCIL

The presidency of the Council is held in turn by the members in the English alphabetical order of their names. The Council decides its own rules of procedure and may establish such subsidiary organs as it considers necessary.

Subsidiary organs reporting to the Security Council are:

Military Staff Committee

Commission for Conventional Armaments

Standing Committees

*Ad hoc* Committees and Commissions

*The Military Staff Committee* consists of the Chiefs of Staff of the permanent members of the Council or their representatives. It advises and assists the Council on all questions relating to the Council's military requirements for maintaining international peace and security, the employment and command of forces placed at its disposal, regulation of armaments, and possible disarmament. It is to be responsible under the Security Council for the strategic direction of any armed forces placed at the Council's disposal.

*The Commission for Conventional Armaments* makes proposals to the Council for the general regulation and reduction of armaments and armed forces and for practical and effective safeguards in this connection. It does not, however, deal with questions within the competence of the Atomic Energy Commission.

There are two *Standing Committees*, each consisting of representatives of the eleven members of the Council: the *Committee of Experts* (on rules of procedure), and the *Committee on the Admission of New Members*.

The Security Council also makes use from time to time of *ad hoc* committees and commissions.

In addition, the *Atomic Energy Commission*, established by the General Assembly in January 1946, submits its reports and recommendations to the Council and receives directions from it on matters affecting the maintenance of peace and security. The Commission consists of all the members of the Security Council and Canada also, when that State is not a member of the Council. It deals with the problems raised by the discovery of atomic energy and other related matters.

## The Economic and Social Council

### COMPOSITION

The Economic and Social Council consists of eighteen members elected by the General Assembly, six of which are elected each year for a three-year term. Retiring members are eligible for immediate reelection.



The present members of the Council are:

Canada, Chile, China, France, Netherlands, and Peru to serve until 31 December 1948

Byelorussian SSR, Lebanon, New Zealand, Turkey, United States, and Venezuela to serve until 31 December 1949

Australia, Brazil, Denmark, Poland, USSR, and United Kingdom to serve until 31 December 1950

Each member of the Council has one representative.

The Council may invite any Member of the United Nations not a member of the Council to participate without vote in its discussions on any matter of particular concern to that Member.

It may also arrange for representatives of specialized agencies to participate without vote in its discussions and those of its commissions, and may be represented at the deliberations of the specialized agencies.

## SESSIONS

Under its rules of procedure, the Council meets at least three times a year at the seat of the United Nations, or elsewhere if it so decides.

## FUNCTIONS AND POWERS

The Economic and Social Council is responsible under the authority of the General Assembly for promoting:

higher standards of living, full employment, and conditions of economic and social progress and development;  
solutions of international economic, social, health, and related problems; and international cultural and educational cooperation; and universal respect for, and observance of, human rights and fundamental freedoms for all without distinction as to race, sex, language, or religion.

The Council is assigned the following more specific functions:

It makes or initiates studies and reports on international economic, social, cultural, educational, health, and related matters and makes recommendations on such matters to the General Assembly, to the Members of the United Nations, and to the specialized agencies concerned.

It makes recommendations for promoting respect for, and observance of, human rights and fundamental freedoms for all.

It prepares draft conventions for submission to the General Assembly on matters within its competence.

It calls international conferences on matters within its competence.

## RELATIONS WITH OTHER ORGANS AND WITH MEMBERS

The Council furnishes information to and assists the Security Council at its request.

The Trusteeship Council may avail itself of the assistance of the Economic and Social Council and of the specialized agencies.

The General Assembly has authorized the Council to seek advisory opinions from the International Court of Justice.

With the approval of the General Assembly, the Council may perform



services at the request of Members of the United Nations. It may obtain reports from Members on steps taken to give effect to its recommendations and those of the General Assembly on matters within its competence.

## RELATIONS WITH SPECIALIZED AGENCIES

The Charter provides that the various intergovernmental agencies having wide responsibilities in economic, social, educational, health, and related fields are to be brought into relationship with the United Nations.

The Economic and Social Council negotiates individual agreements (subject to approval by the General Assembly) with such agencies, defining the terms on which the agency is to be brought into relationship.

The Council may coordinate the activities of the agencies through consultation with and recommendations to them and through recommendations to the General Assembly and to the Members of the United Nations.

It may take steps to receive regular reports from these agencies, including reports on steps taken to give effect to its recommendations and those of the General Assembly on matters within its competence. The Council may communicate its observations on these reports to the Assembly.

With the Assembly's approval, the Council may perform services at the request of the agencies.

## RELATIONS WITH NON-GOVERNMENTAL ORGANIZATIONS

The Council may make arrangements for consultation with international non-governmental organizations concerned with matters within its competence, and with national organizations after consulting the Member of the United Nations concerned.

## VOTING PROCEDURE

Each member of the Council has one vote, and decisions are made by a majority of the members present and voting.

## ORGANIZATION OF THE ECONOMIC AND SOCIAL COUNCIL

The Economic and Social Council adopts its own rules of procedure, elects its President and Vice-Presidents, and establishes such commissions and committees as it deems necessary for performing its functions.

Subsidiary organs reporting to the Council are of four types: Commissions, Standing Committees, *ad hoc* Committees, Special Bodies.

There are two types of Commissions, functional and regional. The following have been established:

### ***Functional Commissions***

Economic and Employment (fifteen members); subcommissions—  
Employment and Economic Stability (seven members), Economic Development (seven members)

Transport and Communications (fifteen members)

Statistical (twelve members); subcommissions—Statistical Sampling (five members), Committee on Statistical Classification (eight members)

Human Rights (eighteen members) ; subcommissions—Freedom of the Press (twelve members), Prevention of Discrimination and Protection of Minorities (twelve members), Drafting Committee on the International Bill of Human Rights (eight members)  
Social (eighteen members)  
Status of Women (fifteen members)  
Narcotic Drugs (fifteen members)  
Fiscal (fifteen members)  
Population (twelve members)

### **Regional Commissions**

Economic Commission for Europe (eighteen members) ; subsidiary bodies—Inland Transport Committee, Committee on Electric Power, Committee on Industry and Materials, Panel on Housing Problems, Coal Committee  
Economic Commission for Asia and the Far East (twelve members)  
Economic Commission for Latin America (25 members)  
(See page 68, "Regional Economic Commissions")

### **Standing Committees**

The Council has four Standing Committees:  
Committee on Negotiations with Inter-Governmental Agencies (President and eleven members)  
Committee on Arrangements for Consultation with Non-Governmental Organizations (President and five members)  
Agenda Committee (President, the two Vice-Presidents, and two members)  
Interim Committee on Program of Meetings (President and five members)

### **Ad hoc Committees**

The Council has from time to time established a number of *ad hoc* committees.

### **Special Bodies**

Under this heading may be listed the *Permanent Central Opium Board* (eight persons) and the *Supervisory Body* (four experts), both of which are concerned with the control of narcotic drugs, and the *International Children's Emergency Fund* (26 members) and the *United Nations Appeal for Children* (see page 93).

### **Specialized Agencies**

*Agencies in relationship with the United Nations*

International Labor Organization (ILO)

Food and Agriculture Organization of the United Nations (FAO)

United Nations Educational, Scientific, and Cultural Organization (UNESCO)

International Civil Aviation Organization (ICAO)

International Bank for Reconstruction and Development (Bank)

International Monetary Fund (Fund)

*Agencies with which agreements have been signed but are not yet formally in effect as of May 1948*



Universal Postal Union (UPU)  
International Telecommunication Union (ITU)  
World Health Organization (WHO)

*Agencies with which agreements are contemplated*

International Refugee Organization (IRO) or its Preparatory Commission  
World Meteorological Organization (WMO)  
International Trade Organization (ITO) or its Interim Commission  
Inter-Governmental Maritime Consultative Organization (IMCO) or its Preparatory Committee

Negotiations for agreements with these four organizations have been authorized by the Economic and Social Council. (See page 134, "Specialized Agencies.")

### ***Non-Governmental Organizations***

There are three categories of non-governmental organizations which have been granted consultative status with the Economic and Social Council.

*Category (a)*

These are organizations which have a basic interest in most of the activities of the Council, and are closely linked with the economic or social life of the areas which they represent.

They may submit items for inclusion on the provisional agenda of the Council, and whenever the Council discusses such an item, the organization concerned may introduce and explain it. The President of the Council, with the Council's consent, may invite the organization to make, in the course of discussion, a further statement for purposes of clarification. These organizations may also send observers to public meetings of the Council and circulate written communications to Council members. They may be invited to consult with the standing committee of the Council, if the Council so desires or the organizations so request.

The following organizations have been granted consultative status in this category:

American Federation of Labor  
International Chamber of Commerce  
International Cooperative Alliance  
International Federation of Agricultural Producers  
International Federation of Christian Trade Unions  
International Organization of Industrial Employers  
Inter-Parliamentary Union  
World Federation of Trade Unions  
World Federation of United Nations Associations

*Category (b)*

These are organizations which have a special competence, but are concerned specifically with only a few of the fields of activity covered by the Council.

They may send observers to public meetings of the Council. Their communications, however, are placed on a list and distributed only on the request of a member of the Council. They may be invited to consult with the standing committee of the Council, if the Council so desires or the organizations so request.

The following organizations have consultative status in this category:

Agudas Israel World Organization



All India Women's Conference (India)  
 Associated Country Women of the World  
 Boy Scouts International Bureau  
 Carnegie Endowment for International Peace (United States)  
 Catholic International Union for Social Service  
 Commission of the Churches on International Affairs  
 Consultative Council of Jewish Organizations  
 Co-ordinating Board of Jewish Organizations for Consultation with the  
     Economic and Social Council of the United Nations  
 Econometric Society  
 Friends World Committee for Consultation  
 Howard League for Penal Reform (United Kingdom)  
 Inter-American Council of Commerce and Production  
 International Abolitionist Federation  
 International African Institute  
 International Alliance of Women for Equal Rights and Equal Responsi-  
     bilities  
 International Association of Democratic Lawyers  
 International Association of Penal Law  
 International Automobile Federation (formerly International Association  
     of Recognized Automobile Clubs) and the International Touring  
     Alliance, to be jointly represented (subject to the exclusion of their  
     Spanish affiliates)  
 International Bar Association (subject to the exclusion of its Spanish  
     affiliates)  
 International Bureau for the Suppression of Traffic in Women and  
     Children  
 International Bureau for the Unification of Penal Law  
 International Committee of the Red Cross  
 International Committee of Schools for Social Work  
 International Conference of Social Work  
 International Co-operative Women's Guild  
 International Council of Women  
 International Federation of Business and Professional Women  
 International Federation of Friends of Young Women  
 International Federation for Housing and Town Planning (subject to the  
     exclusion of its Spanish affiliates)  
 International Federation of University Women  
 International Institute of Administrative Sciences  
 International Law Association  
 International League for the Rights of Man  
 International Organization of Journalists  
 International Organization for Standardization  
 International Social Service  
 International Statistical Institute  
 International Student Service  
 International Transport Workers Federation  
 International Union of Catholic Women's Leagues  
 International Union for Child Welfare  
 International Union of Family Organizations  
 International Union of Local Authorities  
 International Union of Official Travel Organizations

International Union of Producers and Distributors of Electric Power  
 International Voluntary Service for Peace  
 Liaison Committee of Women's International Organizations  
 National Association of Manufacturers (United States)  
 Salvation Army  
 Women's International Democratic Federation  
 Women's International League for Peace and Freedom  
 World Association of Girl Guides and Girl Scouts  
 World Federation of Democratic Youth  
 World Jewish Congress  
 World Power Conference  
 World Women's Christian Temperance Union  
 World Young Women's Christian Association  
 World's Alliance of Young Men's Christian Associations

(NOTE: Those organizations followed by the name of a country are national non-governmental organizations.)

#### *Category (c)*

These are organizations which are primarily concerned with the development of public opinion and with the dissemination of information.

They have the same privileges as organizations in Category (b).

The following organizations have been granted consultative status in this category:

International Association of Lions Clubs  
 International Federation of Secondary Teachers  
 Rotary International  
 World Alliance for International Friendship Through the Churches  
 World Organization of the Teaching Profession

Non-governmental organizations are excluded from relationship with the United Nations if they have legally constituted branches in Spain whose policies are determined and controlled by the Franco Government.

They are, however, eligible if:

1. they have only individual members in Spain who are not organized into a legally constituted branch;
2. the branches in Spain though legally constituted have a purely humanitarian character and their policies are not determined and controlled by the Franco Government; and
3. such branches are not active at the present time.

## **Trusteeship and Non-Self-Governing Territories**

### **NON-SELF-GOVERNING TERRITORIES**

The Charter contains a Declaration on Non-Self-Governing Territories. In this, Members of the United Nations administering territories which are not fully self-governing, whether they are placed under the International Trusteeship System or not, have accepted as a sacred trust the obligation to promote to the utmost the well-being of the inhabitants of those territories.

They have, therefore, undertaken:

1. to insure the political, economic, social, and educational advancement of the inhabitants, while paying due regard to their culture;
2. to treat them justly and to protect them against abuses;



3. to develop self-government, and to assist the peoples in developing their own free political institutions according to the particular circumstances of each territory and the stage of development of its people;
4. to further international peace and security;
5. to promote constructive measures of development, to encourage research, and to cooperate with each other and with specialized international bodies in the economic, social, and scientific fields for the practical advancement of the territory;
6. to transmit to the Secretary-General, for information purposes and subject to such limitations as are necessary for security and constitutional reasons, statistical and other technical information relating to economic, social, and educational conditions in the Non-Self-Governing Territories which are not placed under the International Trusteeship System.

The information transmitted is summarized and analyzed by the Secretary-General, and his analysis and summaries are considered by the General Assembly. The Assembly is aided in its consideration by a Special Committee on the Transmission of Information from Non-Self-Governing Territories, established by the Assembly in November 1947.

The Special Committee is composed of the Members of the United Nations transmitting information and an equal number of members elected by the Fourth Committee on behalf of the General Assembly on as wide a geographical basis as possible.

## **INTERNATIONAL TRUSTEESHIP SYSTEM**

The Charter establishes an International Trusteeship System for the administration and supervision of those territories placed under it by individual agreement.

This System does not apply to territories which have become Members of the United Nations.

### **OBJECTIVES OF THE TRUSTEESHIP SYSTEM**

The objectives of this System are:

1. to further international peace and security;
2. to promote the political, economic, social, and educational advancement of the inhabitants of the Trust Territories, and their progressive development towards self-government or independence, in accordance with the circumstances of each territory and the wishes of its people;
3. to encourage respect for human rights and fundamental freedoms for all and to encourage recognition of the interdependence of the peoples of the world;
4. to insure equal treatment in social, economic, and commercial matters for all Members of the United Nations and their nationals, and equal treatment for the nationals of Member nations in the administration of justice, provided this does not conflict with the attainment of the other objectives of the Trusteeship System.



## APPLICATION OF THE TRUSTEESHIP SYSTEM

The Trusteeship System applies only to those territories which are placed under it by individual Trusteeship Agreements. These territories are known as "Trust Territories." They fall into three categories:

1. former League of Nations Mandates;
2. territories detached from enemy states as a result of the Second World War;
3. other territories voluntarily placed under the System by the States responsible for their administration.

### TRUSTEESHIP AGREEMENTS

The Trusteeship Agreements include the terms under which the Trust Territories will be administered. These terms must be agreed upon by the "states directly concerned." The Agreements also designate the authority to administer the territory; the authority may be one or more States or the United Nations itself. The administering authority is to insure that the Trust Territory plays its part in the maintenance of peace and security, and may use forces and facilities from the territory in carrying out its obligations to the Security Council.

The Agreements must be approved by the General Assembly or, in the case of any areas designated in the Agreement as "strategic," by the Security Council. The Assembly and the Security Council, respectively, must also approve any alteration or amendment of the terms of Trusteeship.

### TRUSTEESHIP COUNCIL

#### COMPOSITION

The Trusteeship Council consists of:

1. Members of the United Nations administering Trust Territories;
2. permanent members of the Security Council which do not administer Trust Territories;
3. as many other members elected for a three-year term by the General Assembly as will insure that the membership of the Council is equally divided between Members administering Trust Territories and Members which do not.

The present members of the Trusteeship Council are:

#### *Administering Trust Territories*

Australia, Belgium, France, New Zealand, United Kingdom, United States.

#### *Permanent members of the Security Council not administering Trust Territories*

China, USSR.

#### *Elective members*

Iraq, Mexico (to serve until 31 December 1949). Costa Rica, Philippine Republic (to serve until 31 December 1950).

## SESSIONS

The Trusteeship Council meets regularly twice a year, and may meet at other times on the request of a majority of its members.

## FUNCTIONS AND POWERS

The Trusteeship Council under the authority of the General Assembly assists the General Assembly in carrying out the functions of the United Nations with regard to Trust Territories except in those areas which are designated as "strategic."

The Security Council exercises the functions of the United Nations in "strategic areas." The Charter that the Security Council "shall, subject to the provisions of the Trusteeship Agreements and without prejudice to security considerations, avail itself of the assistance of the Trusteeship Council to perform those functions of the United Nations under the Trusteeship System relating to political, economic, social, and educational matters in the strategic areas."

The Trusteeship Council, under the authority of the General Assembly: considers reports submitted by the administering authority; examines petitions in consultation with the administering authority; provides for periodic visits to Trust Territories at times agreed upon with the administering authority; takes other actions in conformity with the terms of the Trusteeship Agreements; formulates a questionnaire on the political, economic, social, and educational advancement of the inhabitants of each Trust Territory, on the basis of which the administering authorities are to report annually to the General Assembly on all Trust Territories except "strategic areas."

## RELATIONS WITH OTHER ORGANS

The Trusteeship Council assists the General Assembly in carrying out the functions of Trusteeship in areas not designated as "strategic."

It assists the Security Council in carrying out the functions of Trusteeship in "strategic areas" relating to political, economic, social, and educational matters.

The Trusteeship Council may avail itself of the assistance of the Economic and Social Council and the specialized agencies in matters with which they are concerned.

The General Assembly has authorized the Trusteeship Council to request advisory opinions from the International Court of Justice.

## VOTING PROCEDURE

Each member of the Trusteeship Council has one vote, and decisions are made by a majority of the members present and voting.

## The International Court of Justice

The International Court of Justice is the principal judicial organ of the United Nations. It functions in accordance with its Statute, which is based



upon the Statute of the Permanent Court of International Justice and forms an integral part of the United Nations Charter.

## COMPOSITION

The parties to the Statute of the Court automatically include all the Members of the United Nations. A State not a Member of the United Nations may become a party to the Statute on conditions to be determined in each case by the General Assembly on recommendation of the Security Council.

The members of the Court (i.e., the judges) number fifteen, no two of whom may be nationals of the same State. They must be persons of high moral character, who possess the qualifications required in their respective countries for appointment to the highest judicial offices, or are jurisconsults of recognized competence in international law.

The judges are elected by the General Assembly and the Security Council, voting independently. They serve for nine years and are eligible for re-election. Of the judges elected at the first election, however, the terms of five are to expire at the end of three years, and of five more at the end of six years. The period each judge is to serve was decided by lot.

## MEMBERSHIP

The present judges are:

*Elected on 6 February 1946, to serve for nine years*

Alejandro Alvarez (Chile)

José Philadelpho de Barros e Azevedo (Brazil)

Jules Basdevant (France) (Vice-President)

José Gustavo Guerrero (El Salvador) (President)

Sir Arnold Duncan McNair (United Kingdom)

*Elected on 6 February 1946, to serve for six years*

Isidro Fabela Alfaro (Mexico)

Green H. Hackworth (United States)

Helge Klaestad (Norway)

Sergei Borisovich Krylov (USSR)

Charles de Visscher (Belgium)

*Elected on 6 February 1946, to serve for three years*

Abdel Hamid Badawi Pasha (Egypt)

Hsu Mo (China)

John E. Read (Canada)

Bohdan Winiarski (Poland)

Milovan Zoričić (Yugoslavia)

## SESSIONS

Except during judicial vacations, the Court is permanently in session at The Hague. It may sit and exercise its functions elsewhere if it considers this desirable. A quorum of nine judges is sufficient to constitute the Court.

## COMPETENCE OF THE COURT

Only States may be parties in cases before the Court. The Court is open



to States which are parties to its Statute. The conditions under which it is open to other States are laid down by the Security Council (see page 11).

## ***Jurisdiction***

The jurisdiction of the Court comprises all cases which the parties refer to it and all matters specially provided for in the Charter of the United Nations or in treaties or conventions in force.

To preserve continuity with the work of the Permanent Court of International Justice, the Statute of the International Court of Justice stipulates that whenever a treaty or convention in force provides for reference of a matter to the Permanent Court, the matter is to be referred to the International Court of Justice.

Under the Statute, States are not forced to submit cases to the Court. The Charter provides that Members of the United Nations may intrust the solution of their differences to other tribunals which are already in existence or may be established in the future.

## ***Compulsory Jurisdiction***

Those States which are parties to the Statute may at any time declare that they recognize as compulsory *ipso facto* and without special agreement, in relation to any State accepting the same obligation, the jurisdiction of the Court in all legal disputes concerning:

1. the interpretation of a treaty;
2. any question of international law;
3. the existence of any fact which, if established, would constitute a breach of an international obligation;
4. the nature or extent of the reparation to be made for the breach of an international obligation.

States which thus choose to accept compulsory jurisdiction may do so: unconditionally; on condition of reciprocity on the part of several or certain States; or for a certain time.

The Statute of the Permanent Court of International Justice provides for similar declarations of acceptance of compulsory jurisdiction. The Statute of the International Court of Justice provides that any declaration, which is still in force, made under the Statute of the Permanent Court, shall be deemed to be acceptance of the compulsory jurisdiction of the International Court of Justice.

## ***Application of International Law***

The Court decides disputes submitted to it in accordance with international law. It applies:

1. international conventions, whether general or particular, establishing rules expressly recognized by the contesting States;
2. international custom, as evidence of a general practice accepted as law;
3. the general principles of law recognized by civilized nations;
4. judicial decisions and the teachings of the most highly qualified publicists of the various nations, as subsidiary means for the determination of the rules of law.

The Court may decide a case *ex aequo et bono* (i.e., according to the principles of equity), if the parties agree to this.

## DECISIONS OF THE COURT

Each Member of the United Nations has undertaken to comply with the decisions of the Court in any case to which it is a party. If any party to a case fails to perform the obligations incumbent upon it under the judgment rendered by the Court, the other party may have recourse to the Security Council, which may make recommendations or decide upon measures to be taken to give effect to the judgment.

The Court may indicate any provisional measures it considers ought to be taken to preserve the rights of either party.

Decisions have no binding force except between the parties concerned and in respect of any particular case. The judgment of the Court is final.

## ADVISORY OPINIONS

The General Assembly or the Security Council may request the Court to give an advisory opinion on any legal question. Other organs of the United Nations and specialized agencies, when authorized by the General Assembly, may also request advisory opinions of the Court on legal questions arising within the scope of their activities.

The General Assembly has authorized the following organs and specialized agencies to request advisory opinions:

Economic and Social Council

Trusteeship Council

International Labor Organization

Food and Agriculture Organization of the United Nations

United Nations Educational, Scientific, and Cultural Organization

International Civil Aviation Organization

International Bank for Reconstruction and Development

International Monetary Fund

International Telecommunication Union

World Health Organization

## VOTING PROCEDURE

All questions before the Court are decided by a majority of the judges present. The judgment must state the reasons on which it is based, and must include the names of the judges who have taken part in the decision. Any judge is entitled to deliver a separate opinion.

The judgment of the Court must be signed by the President and Registrar. It must be read in open court after due notice has been given to the agents of the parties to the case.

## ORGANIZATION OF THE COURT

The Court elects its own President and Vice-President for three years; they may be reelected. It appoints its Registrar and such other officers as may be necessary. The present Registrar is Edvard Hambo (Norway).

The Court forms annually a chamber of five judges which may hear and determine cases by summary procedure. From time to time it may establish one or more chambers of three or more judges to deal with particular



categories of cases. A judgment given by any of the chambers is considered a judgment rendered by the Court.

## **The Secretariat**

### **COMPOSITION**

The Secretariat comprises a Secretary-General and such staff as the United Nations may require.

### **SECRETARY-GENERAL**

The Secretary-General is the chief administrative officer of the United Nations. He is appointed by the General Assembly on recommendation of the Security Council. The first and present Secretary-General is Mr. Trygve Lie (Norway), who was appointed on 1 February 1946.

The Secretary-General acts in that capacity in all meetings of the General Assembly, the Security Council, the Economic and Social Council, and the Trusteeship Council, and performs such other functions as are intrusted to him by these organs.

He is required to submit an annual report to the General Assembly on the work of the United Nations.

The Secretary-General may bring to the attention of the Security Council any matter which in his opinion may threaten the maintenance of peace and security.

The first Secretary-General was appointed for five years, the appointment being open at the end of that period for a further five-year term.

### **STAFF**

The staff of the United Nations is appointed by the Secretary-General under regulations established by the General Assembly. Appropriate staffs, which form part of the Secretariat, are permanently assigned to the Security Council, the Economic and Social Council, the Trusteeship Council, and, as required, to other organs of the United Nations.

The first consideration in employing staff and in determining their conditions of service is the necessity of securing the highest standards of efficiency, competence, and integrity. The staff is recruited on as wide a geographical basis as possible.

### **INTERNATIONAL CHARACTER OF THE SECRETARIAT**

The Charter states that the Secretary-General and the staff must not seek or receive instructions from any government or any other authority outside the United Nations. They must also refrain from any act which might reflect on their position as international officials responsible only to the United Nations.

For its part, each Member of the United Nations undertakes to respect the exclusively international character of the responsibilities of the Secretary-General and the staff, and not to seek to influence them in the discharge of their responsibilities.



## ORGANIZATION OF THE SECRETARIAT

The Secretariat comprises an Executive Office of the Secretary-General and eight departments:

1. Department of Security Council Affairs
2. Department of Economic Affairs
3. Department of Social Affairs
4. Department of Trusteeship and Information from Non-Self-Governing Territories
5. Department of Public Information
6. Legal Department
7. Conference and General Services
8. Administrative and Financial Services

Assistant Secretaries-General are responsible for the supervision of Departments. There is also an Assistant Secretary-General in charge of the Executive Office of the Secretary-General and for general coordination. One Assistant Secretary-General is designated by the Secretary-General to deputize for him when he is absent or unable to perform his functions.

## Part Two

# THE WORK OF THE UNITED NATIONS

This section covers the work of the organization up to the end of the second special session of the General Assembly on 14 May 1948. In a few cases more recent developments have been indicated where it was felt these were essential to understanding the story.

## Political and Security Questions

### THE IRANIAN QUESTION

On 19 January 1946, Iran informed the Security Council that, owing to interferences of the USSR in the internal affairs of Iran, "a situation had arisen which might lead to international friction."

On 30 January, the Council, "considering that both parties have affirmed their readiness to seek a solution of the issue by negotiation," requested Iran and the USSR to inform it of the result of their negotiations.

On 18 March, Iran reported continued interference by the USSR. The USSR, Iran said, was maintaining troops in Iranian territory after 2 March 1946, contrary to the Tripartite Treaty of Alliance of 29 January 1942.

After several meetings, the Council voted on 4 April to defer action until 6 May, at which time both the USSR and Iran were requested to report to the Council whether the withdrawal of Soviet troops from the whole of Iran had been completed.

The USSR proposed on 6 April to remove the Iranian question from the agenda, but this was rejected by the Council, although Iran had sought to withdraw the complaint. The Soviet representative said that the Council's decision to retain the matter on the agenda was contrary to the Charter. Consequently the Soviet delegation took no further part in the discussion of this question.

On 6 May 1946, Iran reported the withdrawal of Soviet troops from Iranian territory with the exception of the province of Azerbaijan. Interference by the USSR in Azerbaijan, it was stated, made it impossible for the Iranian Government to determine whether Soviet troops had been withdrawn.

On 21 May, Iran reported that a commission of investigation dispatched by the Iranian Prime Minister had found no trace of "Soviet troops, equipment, or means of transport," and that according to trustworthy local people Soviet troops had evacuated Azerbaijan on 6 May. The Council then voted to adjourn discussion of the Iranian question "until a date in the near future," the Council to be called together to discuss the question at the request of any of its members.



On 5 December 1946, Iran forwarded a report concerning the state of affairs in Azerbaijan.

The question remains on the list of matters of which the Council is seized.

## THE INDONESIAN QUESTION

### 1. *Ukrainian Action*

On 21 January 1946, the Ukrainian SSR drew the attention of the Security Council to the situation in Indonesia where, it charged, military action directed against the local population by the British and Japanese forces created a threat to international peace and security.

The Ukrainian SSR proposed the setting up of a commission which should carry out an inquiry on the spot, establish peace in Indonesia, and report to the Council. The resolution was rejected.

An Egyptian proposal declared that British troops should not be used against the National Indonesian Movement and should be withdrawn from Indonesia as soon as the surrender of the Japanese troops had been completed and the allied prisoners of war and internees had been liberated. This resolution, too, was rejected, and the matter was considered closed.

### 2. *Indian and Australian Action*

The situation in Indonesia resulting from hostilities between the forces of the Netherlands and the Republic of Indonesia was brought before the Security Council on 30 July 1947, by Australia and India. On 1 August, the Council called on both parties to cease hostilities. On 25 August the Council asked its members with consular representatives in Batavia to instruct those representatives jointly to prepare reports on the situation, including the observance of the "cease-fire" order. The Council decided that a Committee of Good Offices, to consist of one Council member selected by each of the parties and a third chosen by the two members so selected, should be formed to assist in a settlement. The members chosen were Australia (chosen by the Republic of Indonesia), Belgium (by the Netherlands) and the United States (by Australia and Belgium). The Good Offices Committee arrived in Batavia on 27 October 1947 and began negotiations with Netherlands and Republican leaders.

As a result of these negotiations, the Netherlands and the Republic signed a truce agreement on 17 January 1948 on board the *U.S.S. Renville*, and immediate and simultaneous cease-fire and stand-fast orders were issued to the forces of the two parties. At the same time both parties agreed to twelve political principles and two days later to six additional principles. These eighteen principles were to form the agreed basis for discussions for settlement of the dispute in the islands of Java, Madura, and Sumatra.

One feature of these principles was that the continued assistance of the Good Offices Committee would be available in working out the settlement.

Civil and political liberties were to be assured. There was to be no interference with the expression of popular movements looking toward the formation of States in accordance with the principles of the Linggadjati Agreement of March 1947. (This Agreement, entered into by the Netherlands and the Republic of Indonesia, provided for a federated United States of Indonesia.)

Changes in the administration of any territory were to be made only with

the full and free consent of the population of the territory at a time of security and freedom from coercion.

After the signing of the political agreement, there was to be a gradual reduction of the armed forces of both parties; and after the signing of the truce agreement, there was to be a resumption of trade, transportation, and communications through the cooperation of the parties.

For a period of not less than six months and not more than a year after the signing of the agreement, there was to be uncoerced and free discussion of vital issues, followed by free elections for self-determination by the people of their political relations to the proposed United States of Indonesia. A constitutional convention was to be convened by democratic procedure.

If either party requested that an agency of the United Nations should observe conditions between the signing of the agreement and the transfer of sovereignty from the Netherlands to the United States of Indonesia, the other party was to consider it seriously.

There were other provisions: for the independence of the Indonesian people and cooperation between the peoples of the Netherlands and Indonesia; for a sovereign state on a federal basis under a constitution to be arrived at by democratic procedures; and for the union of the United States of Indonesia and other parts of the Kingdom of the Netherlands in a Netherlands-Indonesian Union.

The six additional principles provided that until sovereignty was transferred by the Netherlands to the United States of Indonesia, it should remain with the Netherlands; once created, the United States of Indonesia would be in equal partnership with the Netherlands in a Netherlands-Indonesian Union. All states were to be assured fair representation in any interim government. Either party might request the continuation of the services of the Committee of Good Offices and the other party was to make no objection. Provision was made for a plebiscite to be held between six months and a year after the signing of the agreement (if requested, under the observation of the Committee) in which the inhabitants of the various territories of Java, Madura, and Sumatra could decide whether they would form part of the Republic of Indonesia or of another state within the United States of Indonesia. Representation of the various states in the constitutional convention was to be in proportion to their populations. Neither party was to object if any state decided not to ratify the Convention and wished to negotiate a special relationship with the United States of Indonesia and the Kingdom of the Netherlands.

On 10 February 1948, the Committee of Good Offices submitted to the Security Council its first interim report on its endeavors and on the results so far obtained in the settlement of the Indonesian dispute including the signing of the truce agreement and the agreement on the political principles. The Council commended the Committee for its work, noted with satisfaction the signing of the agreements, and maintained through the Committee its offer of good offices to the parties. It asked to be kept directly informed.

At the same time the Council requested the Committee of Good Offices to pay particular attention to the political developments in West Java and Madura, where, the Republic of Indonesia had charged, Netherlands authorities were fomenting separatist movements.

After the Renville Agreement of 17 January 1948, the Netherlands-



Republican Conference—originally set up in December 1947 by the Committee of Good Offices to bring about the truce agreement—began to negotiate a general political agreement on the basis of the principles already agreed on and to work with the two parties concerned in the implementation of the truce agreement.

On 19 March 1948, the Republic of Indonesia notified the Security Council that it considered the establishment of the State of East Sumatra under the sponsorship of the Netherlands Government on 15 March to be in violation of the Renville Agreement. The Republic therefore intended to bring this matter before the Council.

On 23 April 1948, the Committee of Good Offices transmitted to the Council a report on political developments in Western Java. The report reviewed the proceedings of three Conferences which had been held there, culminating in the recognition by the Netherlands East Indies Government on 26 February 1948 of the third Conference as the provisional representative body of West Java, charged with the task of drawing up the provisional constitution for a West Java State and of establishing a provisional Government.

The report concluded by stating that the Netherlands and the Republic agreed that the creation of a West Java State could be only provisional in nature since, under the political principles accepted by both parties, the delineation of States in Java, Madura, and Sumatra would be determined by means of a plebiscite among the populations concerned or through another method agreed on by the parties.

On 29 July the Security Council adopted a Chinese proposal calling on the Governments of the Netherlands and the Indonesian Republic with the aid of the Committee of Good Offices "to maintain strict observance of both the military and economic articles of the Renville Truce Agreement and to implement early and fully the Twelve Renville Political Principles and the Six Additional Principles."

## THE SYRIAN AND LEBANESE QUESTION

On 4 February 1946, Lebanon and Syria brought to the attention of the Security Council the presence of British and French troops in Syria and Lebanon.

The United States proposed that the Security Council should express its confidence that the foreign troops in Syria and Lebanon would be withdrawn as soon as practicable and that negotiations to that end would be undertaken without delay. This proposal received seven votes, but was not adopted since the USSR, a permanent member, voted against it. The USSR objected that the resolution was too vague and that it could not share the confidence, expressed in the resolution, "that the foreign troops in Syria and Lebanon will be withdrawn." France and the United Kingdom, however, declared that they would give effect to the majority view of the Council.

On 30 April and 1 May 1946, they informed the Council that they had agreed to withdraw their troops from Syria by 30 April. On 19 May, Syria informed the Council that the withdrawal of French and British forces from Syrian territory had been completed during the first two weeks of April.

As regards Lebanon, France agreed to withdraw all but a small group of her troops by 31 August 1946. The United Kingdom agreed to withdraw



her troops, except for a small liquidation party, by 30 June. On 9 May, Lebanon expressed satisfaction with the outcome of the negotiations.

## THE SPANISH QUESTION

On 9 February 1946, the General Assembly recalled that the San Francisco Conference had resolved that the provisions of the Charter dealing with Membership "cannot apply to States whose regimes have been installed with the help of armed forces of countries which have fought against the United Nations so long as these regimes are in power." It further recalled that at the Potsdam Conference the United Kingdom, the United States, and the USSR had stated that they would not support a request for admission to the United Nations of the present Spanish Government.

The Assembly endorsed these two statements and recommended that the Members of the United Nations should act in accordance with the letter and spirit of these statements in the conduct of their future relations with Spain.

In April 1946, Poland drew the attention of the Security Council to the Spanish situation and asked the Security Council to declare the existence of the Franco regime a threat to international peace and security, and to call on all Members of the United Nations to sever diplomatic relations with the Franco Government. This proposal was put to a vote on 24 June, but was not carried.

On 6 June, the majority of a sub-committee of five appointed previously by the Security Council reported their findings that the activities of the Franco regime constituted, not an existing threat, but a "potential" menace to international peace. It suggested that its findings be transmitted to the General Assembly with a recommendation that the Assembly recommend to Member Nations the severance of diplomatic relations with Franco Spain.

A resolution embodying the majority recommendations of the Sub-Committee was not carried as a result of the negative vote of one of the permanent Members, the USSR, which held the findings had incorrectly labelled the Franco regime a "potential" rather than an "existing" threat to peace. Furthermore the USSR held that the Security Council, rather than the General Assembly, was the appropriate organ to call for severance of diplomatic relations with Franco Spain.

After further discussion, the Council resolved to "keep the situation in Spain under continuous observation and maintain it upon the list of matters of which it is seized, in order that it will be at all times ready to take such measures as may become necessary to maintain international peace and security."

The Security Council on 4 November unanimously decided to take the Spanish question off its agenda in order to enable the Assembly to make recommendations on the matter. [The General Assembly may not make recommendations on a dispute or situation being dealt with by the Security Council unless the Council requests it to do so.]

On 12 December 1946, the Assembly recommended that the Franco Government should be barred from membership in international agencies established by or brought into relationship with the United Nations. It further suggested that the Security Council should consider adequate meas-



ures to be taken in order to remedy the Spanish situation if a democratic Spanish Government were not established within a reasonable time.

Finally, it recommended that Members should immediately recall their ambassadors and ministers plenipotentiary accredited in Madrid and report to the Secretary-General on the action taken.

Accordingly, on 20 December 1946, the Secretary-General asked Members to report on the action they had taken. As of May 1948, fifty-five replies had been received. Five States reported that they had recalled ambassadors or ministers after the adoption of the General Assembly's resolution. Eighteen States had no ambassador or minister plenipotentiary accredited to Spain, and thirty States had no diplomatic relations with the Franco Government at the time of the adoption of the resolution. One State declared that it would adhere to the resolution, and another simply acknowledged receipt of the Secretary-General's communication asking what action had been taken.

The Secretary-General reported that the Universal Postal Union, the International Telecommunication Union, and the International Civil Aviation Organization—specialized agencies of the United Nations—had voted to bar Spain from participation in these organizations.

At its second session the General Assembly expressed confidence that the Security Council would take steps with regard to Spain whenever the situation there warranted it.

## THE GREEK QUESTION

### ***1. USSR Action***

On 21 January 1946, the USSR requested the Security Council to discuss the situation in Greece on the grounds that the continued presence of British troops there constituted an interference in the internal affairs of Greece and caused tension likely to endanger the maintenance of peace and security.

The United Kingdom stated that British troops were in Greece by virtue of an agreement with an all-party Greek Government; Greece denied that there was any interference in its internal affairs.

The consideration of this case was concluded by a statement of the President of the Council to the effect that the Council should take note of the declarations made in connection with the question and consider the matter closed. The statement was accepted.

### ***2. Ukrainian Action***

On 24 August 1946, the Ukrainian SSR called the attention of the Security Council to the situation in the Balkans resulting from the policies of the Greek Government which, it was alleged, constituted a threat to the peace. The Ukrainian SSR requested that the Council consider appropriate measures to eliminate this threat.

Greece denied the Ukrainian charges and referred to frontier incidents allegedly provoked by Albania.

On 11 September 1946, Albania drew the attention of the Council to the situation on the Greco-Albanian frontier allegedly resulting from continual provocations by Greek soldiers.

Nine days later, the Council rejected a USSR resolution charging that

"aggressive Greek monarchist elements" were striving to provoke an armed conflict between Greece and Albania for the purpose of detaching southern Albania for the benefit of Greece. The resolution further cited the alleged persecution of national minorities in Greece, political terrorism, and the presence of British troops in Greece as factors endangering international peace and security. It also proposed that the Council should call on Greece to put an end to provocative frontier incidents and to the persecution of minorities, and that the Council should retain the Greek question on its agenda.

The Council also rejected two further resolutions on the Greek situation. The Netherlands had proposed that the Council should express its earnest hope that both the Greek and Albanian Governments would do their utmost to stop regrettable border incidents by giving appropriate instructions to their national authorities; and the United States had suggested that the Council should establish a commission of three individuals nominated by the Secretary-General to investigate "the border incidents along the frontier between Greece on the one hand and Albania, Bulgaria, and Yugoslavia on the other."

Poland then moved that the Security Council retain the Greek question on the list of matters with which the Council is seized. The resolution was not adopted, and the Greek case was considered closed.

### ***3. Greek Action***

On 3 December 1946, Greece itself called the attention of the Council to the situation in northern Greece resulting from the aid allegedly provided by Greece's northern neighbors to guerrillas operating there.

Albania, Bulgaria, and Yugoslavia denied the charges and placed the responsibility for the situation on the Greek Government.

### ***Balkan Commission Established***

On 19 December 1946, the Council established a commission of investigation composed of one representative of each member of the Council for 1947 (Australia, Belgium, Brazil, China, Colombia, France, Poland, Syria, USSR, United Kingdom, and United States), to ascertain the facts relating to the alleged border violations along the frontier between Greece on the one hand and Albania, Bulgaria, and Yugoslavia on the other, and to make any proposals it deemed wise for averting a repetition of border violations and disturbances in these areas.

### ***Aid to Greece and Turkey***

On 28 March 1947, the United States explained to the Security Council its policy in giving aid to Greece and Turkey. The United States said it was not intending to by-pass the United Nations which would be notified officially of any action taken.

On 7 April, the USSR criticized the American proposals for giving aid to Greece as unilateral action, and stated that such aid should be given through the United Nations.

### ***Subsidiary Group of Commission***

On 18 April the Council adopted a United States proposal, as amended by France, that pending a new decision of the Council the Balkan Commission should maintain in the area concerned a subsidiary group com-



posed of a representative of each member of the Commission to fulfil such functions as the Commission might prescribe.

The Council failed to adopt a USSR proposal for the establishment of a special commission, composed of representatives of the members of the Council, to insure through proper supervision that aid received by Greece from outside was used only in the interests of the Greek people.

Poland had proposed to add to the USSR resolution a reference to a General Assembly resolution of 11 December 1946, that aid could not be used as a political weapon and should be distributed without discrimination because of race, creed, or political belief.

### ***Report of the Balkan Commission***

From January to April 1947 the Balkan Commission carried on its investigation on the spot and then drew up its report in Geneva, Switzerland. The report was made public on 25 June 1947.

The majority of the Commission concluded (1) that Yugoslavia and to a lesser extent Albania and Bulgaria had supported the guerrilla warfare in Greece; (2) that Yugoslavia and Bulgaria were supporting the separatist movement among Slavo-Macedonians in Greece with a view to the incorporation of Macedonia in the Yugoslav Federation; (3) that frontier violations not connected with guerrilla activities were not deliberately provoked either by Greece or its northern neighbors and that the incidents themselves were no evidence of aggressive intentions on the part of any of the countries concerned but showed that strained relations existed between them; (4) that there was a general condition of unrest in Greece as a whole, which, though not amounting to a state of civil war, helped to explain the situation investigated by the Commission; and (5) that the continued reiteration of Greek territorial claims against Bulgaria and the latter's claims to Western Thrace as well as Greece's claims against Albania tended to increase the tension between the two countries.

The minority (USSR and Poland) considered that the evidence cited by the majority was contradictory and inconclusive, and they challenged the reliability of the witnesses who had testified on behalf of Greece. They charged that these witnesses included fascist collaborators and criminals, and that threats, torture, and blackmail had been used by the Greek authorities to obtain appropriate statements for the Commission.

The charges that Albania, Yugoslavia, and Bulgaria supported Greek guerrillas were entirely unfounded, the minority concluded, as were the charges that Bulgaria and Yugoslavia supported separatist movements in Greek Macedonia. Disorders were taking place not only in the northern districts of Greece, but there was civil war also in the central and southern provinces. The cause of these disturbed conditions, in the minority's view, was the persecution and terrorism carried out by the Greek authorities against the democratic elements and the national minorities, as well as Greece's expansionist policies in relation to its northern neighbors.

### ***Proposals Made to the Council***

The Council discussed the Greek question through July and August, but failed to adopt any of a number of proposals. The United States proposed the establishment of a Commission to assist in the implementation of the recommendations of the Investigating Commission. A second United States proposal, introduced after the rejection of the first, blamed Albania,



Bulgaria, and Yugoslavia for having given assistance to the guerrillas fighting against the Greek Government and called on them to desist from rendering any further assistance. The United States also proposed that the Council should determine that a threat to the peace existed within the meaning of Chapter VII of the Charter.

An Australian proposal was likewise based on Chapter VII. It would have directed, in accordance with Article 40 of the Charter, that Greece on the one hand and Albania, Yugoslavia, and Bulgaria on the other should at once enter into direct negotiations in an endeavor to relieve the existing tension and with a view to the resumption of normal diplomatic relations.

A USSR proposal blamed Greece for the incidents which had occurred on its northern frontiers. The Council therefore should recommend that Greece should take steps to end such incidents, and that foreign troops and military personnel should be recalled from Greece.

A Polish compromise proposal was also rejected.

In order to enable the General Assembly to deal with the Greek question, the Council, on 15 September, decided to remove the question from its agenda. [Under Article 12 of the Charter the Assembly cannot make recommendations concerning any dispute or situation in respect of which the Security Council is exercising its functions, unless the Council so requests.]

### ***General Assembly Appoints Special Committee***

On 21 October 1947, the General Assembly called on Albania, Bulgaria, and Yugoslavia to do nothing to aid the Greek guerrillas. It asked these three countries on the one hand and Greece on the other to cooperate in settling their disputes through the establishment of normal diplomatic relations, frontier conventions, and cooperation in solving refugee and minority problems. The Assembly established a Special Committee of eleven Members consisting of representatives of Australia, Brazil, China, France, Mexico, the Netherlands, Pakistan, Poland, the USSR, the United Kingdom, and the United States to observe the compliance of the four governments with its recommendations. The Assembly at the same time authorized the Special Committee, if it considered it necessary for the maintenance of international peace and security, to recommend to the Members of the United Nations that a special session of the General Assembly should be convoked.

Poland and the USSR declared that they would not participate in the work of the Committee because they considered that its functions and terms of reference violated the sovereignty of Albania, Bulgaria, and Yugoslavia and were therefore incompatible with the principles of the Charter.

Albania, Bulgaria, and Yugoslavia had opposed the establishment of a Special Committee. They maintained that the accusations brought against them were unfounded. They stated that terrorist policies followed within Greece and the Greek Government's expansionist aims, supported by the United Kingdom and the United States, against its northern neighbors were the real cause of the disturbances along Greece's northern frontiers.

The Special Committee met in Salonika, its principal headquarters, from 1 December 1947 to 9 May 1948. It presented two interim reports to the Secretary-General for transmission to the Members of the United Nations. The first report indicated that on 27 November 1947 the Special Com-



mittee had decided to establish observation groups to observe and report continuously to the Committee to what extent good neighborly relations existed in the frontier areas.

In its second report the Special Committee concluded, *inter alia*, that aid in the form of logistical support was being furnished from Albania to guerrillas operating on Greek territory.

On 27 March 1948, the Special Committee decided to move to Geneva in May to draft a special report on its activities to the third session of the General Assembly. An *ad hoc* Committee was to continue to function at Salonika.

## TREATMENT OF INDIANS IN THE UNION OF SOUTH AFRICA

On 22 June 1946, India requested that the question of the treatment of Indians in the Union of South Africa be included in the agenda of the second part of the first session of the General Assembly. South Africa opposed the request on the ground that the question concerned not Indian nationals, but Indians who were nationals of the Union of South Africa and, according to Article 2, paragraph 7 of the Charter, was essentially within the domestic jurisdiction of the Union. The General Assembly, however, admitted the item to its agenda.

India contended that certain discriminatory legislation enacted by the Union Government and, in particular, the Asiatic Land Tenure and Indian Representation Act of 1946, segregating Indians as regards both trade and residence, constituted a violation of the so-called Capetown Agreement defining the status of Indians in South Africa, which India and South Africa had entered into in 1927 and which had been renewed in 1932.

Passage of this Act, moreover, India charged, constituted a violation of the provisions of the United Nations Charter in regard to human rights and freedoms.

Finally, India maintained that a situation had arisen which was likely to impair friendly relations between India and South Africa, for the Indian Government, in response to the measures adopted by the Union Government, had given notice of the termination of the trade agreement between the two countries and had recalled its High Commissioner from South Africa.

India called on the General Assembly to recommend "that the Union Government should revise their general policy and their legislative and administrative measures affecting Asiatics in South Africa, so as to bring them into conformity with the principles and purposes of the Charter," and to request South Africa to report to the next session of the Assembly on the measures taken.

South Africa took the view that in its domestic affairs a State was not subject to outside control or interference. The legislation which had caused the Indian Government to break off trade relations with South Africa and to appeal to the United Nations concerned matters, it said, within the domestic jurisdiction of the Union.

South Africa denied that the Capetown Agreement was an instrument giving rise to treaty obligations and contended further that the Union Government had not violated any fundamental human rights within the terms of the Charter. As there did not exist any internationally recog-

nized formulation of such rights and as the Charter did not define them, Member States did not have any specific obligations under the Charter.

South Africa denied the General Assembly's competence to consider the question, which it regarded as a domestic matter, and proposed that an advisory opinion should be sought from the International Court of Justice on whether the matter before the Assembly was essentially within South Africa's domestic jurisdiction.

The General Assembly rejected the South African proposal and on 8 December 1946 stated that, because of the treatment of Indians in the Union of South Africa, friendly relations between two Member States had been impaired and that unless a satisfactory settlement was reached, these relations were likely to be further impaired. The Assembly therefore expressed the opinion that the treatment of Indians in the Union of South Africa should be in conformity with the international obligations under the agreements concluded between the two Governments and the relevant provisions of the Charter, and requested the two Governments to report at the next session on the measures they had adopted.

Accordingly India and South Africa reported to the General Assembly during its second session, in September 1947. The reports showed that efforts to arrange discussions between India and South Africa had failed because India insisted that South Africa accept the General Assembly's resolution as a basis of discussion. This South Africa was unwilling to do, considering that such acceptance would imply an admission on the part of the Union Government that it had broken the agreements between the two Governments and had violated the principles of the Charter.

The Assembly, at its second session, had before it two proposals. An Indian proposal (revised by Mexico) reaffirmed the resolution of 8 December, requested the Governments of India and South Africa to enter into discussion at a round table conference on the basis of that resolution, and requested a report to the next session on the action taken.

A joint resolution of Belgium, Brazil, Cuba, Denmark, and Norway proposed that the Assembly should call on the two Governments to continue their efforts to reach agreement, if necessary, by mediation or conciliation. In the event of failure, they should submit to the International Court of Justice the question of the extent of their obligations under the agreements concluded between them and under the relevant provisions of the Charter.

When a vote was taken, neither of these proposals received the necessary two-thirds majority, and the General Assembly did not, therefore, take any further action on the question during the second session.

## CORFU CHANNEL QUESTION

On 10 January 1947, the United Kingdom brought to the Security Council's attention a dispute between the United Kingdom and Albania arising from an incident in which British warships had been damaged and British naval personnel injured by mines in the Corfu Channel in October 1946. The United Kingdom alleged that Albania was responsible for the incident. Albania denied this charge and accused the United Kingdom of violating the sovereignty of Albania in its territorial waters. Agreement was not reached in a sub-committee, appointed to examine the facts of the case.



A United Kingdom proposal, amended by the United States and France, which placed the blame for the incident on Albania was rejected because of the negative vote of one of the permanent members (USSR), which contended that there was no definite proof that the mines had been laid by Albania or with its knowledge.

On the proposal of the United Kingdom, the Council recommended on 9 April 1947 that the United Kingdom and Albania should refer the dispute to the International Court of Justice. (For subsequent developments, see "Legal Questions," page 125.)

## PALESTINE

### *First Special Session of the General Assembly*

On 2 April 1947, the United Kingdom requested the Secretary-General "to place the question of Palestine on the agenda of the General Assembly at its next regular session." It also asked for a special session of the Assembly "as soon as possible" to constitute and instruct a special committee to prepare for the consideration of the question by the Assembly at its next regular session. After a majority of the Member states had approved the summoning of a special session, the first in the history of the Assembly, the session met in New York between 28 April and 15 May 1947. It heard representatives of the Jewish Agency for Palestine and of the Arab Higher Committee.

### *Special Committee on Palestine*

The result of the session was the appointment of a Special Committee on Palestine (UNSCOP) consisting of Australia, Canada, Czechoslovakia, Guatemala, India, Iran, the Netherlands, Peru, Sweden, Uruguay, and Yugoslavia. The Special Committee was given wide powers to ascertain and record facts, to investigate all questions and issues relevant to the problem of Palestine, and to make recommendations. It was authorized to conduct investigations in Palestine and wherever it might deem useful, and was to report not later than 1 September 1947.

The Special Committee held its first meeting at Lake Success, New York, on 26 May 1947 and ended its work at Geneva on 31 August. It visited Palestine, Lebanon, Syria, and Trans-Jordan and also toured displaced persons camps in Germany and Austria.

### *Report of the Special Committee on Palestine*

The Committee's report contained twelve general recommendations, eleven of them unanimous; a majority plan for partition of Palestine into an Arab State, a Jewish State, and, under a special international régime, the City of Jerusalem—the three to be linked by economic union; and a minority plan for an independent federal state comprising an Arab State and a Jewish State, with Jerusalem as the capital. Canada, Czechoslovakia, Guatemala, the Netherlands, Peru, Sweden, and Uruguay subscribed to the majority plan; and India, Iran, and Yugoslavia to the minority plan. Australia abstained from voting on either plan, considering that it was for the Committee to present all pertinent facts but for the General Assembly itself to decide which plan to adopt.



## ***Second Regular Session of the General Assembly***

On 29 November 1947, the Assembly voted 33 to 13, with 10 abstentions, for the partition plan.

The Plan provided that the British Mandate over Palestine was to terminate and that British armed forces were to be withdrawn as soon as possible but in any case not later than 1 August 1948. (The United Kingdom later announced its intention to terminate the Mandate on 15 May 1948.) The independent states and the special international regime for Jerusalem were to come into existence two months after the evacuation of the armed forces had been completed, but in any case not later than 1 October 1948.

A Joint Economic Board was to be established consisting of three representatives of each of the two states and three foreign members to be appointed by the Economic and Social Council.

The Trusteeship Council was to elaborate and approve a detailed Statute of the City of Jerusalem. (For work of the Trusteeship Council on the Statute, see page 43.)

The Assembly established a Palestine Commission, consisting of Bolivia, Czechoslovakia, Denmark, Panama, and the Philippines, to implement the recommended measures.

The Assembly also requested the Security Council to take the necessary measures to implement the plan. If necessary, the Council should consider whether the situation in Palestine constituted a threat to the peace. If the Council decided that such a threat existed, it should take measures, under Articles 39 and 41 of the Charter, to empower the Palestine Commission to exercise its functions. Finally the Council was to determine as a threat to the peace, breach of the peace, or act of aggression, in accordance with Article 39 of the Charter, any attempt to alter by force the settlement envisaged by the Assembly's resolution.

### ***Action on Assembly's Resolution by the Palestine Commission***

The Palestine Commission held its first meeting at Lake Success on 9 January 1948, elected its officers, and invited the Mandatory Power, the Jewish Agency for Palestine, and the Arab Higher Committee to designate liaison representatives.

On 16 February, the Commission stated in a special report to the Security Council that without armed assistance it could not discharge its responsibilities. In a later report, it stated, *inter alia*, that the Mandatory Power's policy of not cooperating in the implementation of the partition plan and the steady deterioration of conditions in Palestine left little hope for the achievement of continuity in administrative services and for an orderly transfer of authority to the Commission on termination of the Mandate.

On 2 April the Palestine Commission decided to continue its work, although the Security Council on 1 April had decided to request the Secretary-General to convoke a second special session of the General Assembly to consider the Palestine problem further. (See below.)

On 10 April, the Commission submitted a report to the Assembly (see below) on its activities to date. The steadily deteriorating situation in Palestine, the report stated, led to the inescapable conclusion that, in the absence of forces adequate to restore and maintain law and order after the termination of the Mandate, there would be administrative chaos, starvation, widespread strife, violence, and bloodshed throughout Palestine.



On 17 May the Commission decided to adjourn *sine die* in view of the General Assembly's resolution of 14 May, relieving the Commission of its responsibilities.

### ***Action on Assembly's Resolution by the Economic and Social Council***

On 11 March, the Economic and Social Council decided to postpone the election of the three foreign members of the Joint Economic Board to the next session of the Council and requested Member States to submit to the Secretary-General, not later than 15 June 1948, names of suitable candidates.

### ***Action on Assembly's Resolution by Security Council***

On 2 December 1947, the Secretary-General brought to the Security Council's attention the General Assembly's resolution of 29 November.

Seven days later the Council decided to grant requests from Egypt and Lebanon to participate in the Council's discussion on Palestine. On 24 February, in response to a request from the Jewish Agency for Palestine, the Council extended an invitation to the Agency to have a representative present, and agreed to grant the same privilege to the Arab Higher Committee if it so requested.

Appearing before the Security Council on 18 February, the Chairman of the Palestine Commission said that unless an international force in effective strength could be provided, Palestine would, when the British left on 15 May, become a scene of widespread strife and bloodshed. Strong Arab elements were making organized efforts to prevent implementation of partition, he reported. Certain Jewish elements continued to commit irresponsible acts of violence; and Great Britain was engaged in liquidating its administration and preparing to evacuate its troops.

On 5 March the Council called on its permanent members to consult regarding the Palestine situation and to make recommendations to the Council within ten days on the guidance and instructions to be given to the Palestine Commission with a view to implementing the General Assembly's resolution. The Council also appealed to all governments and peoples, particularly in and around Palestine, to do everything possible to curb the disorders in Palestine.

On 19 March, the representative of the United States reported to the Council that the consultations among the permanent members and informal communications with the Palestine Commission, the Mandatory Power, the Jewish Agency, and the Arab Higher Committee had shown that under present conditions partition could not be implemented by peaceful means.

Under the circumstances the permanent members recommended (a) that the Security Council should make it clear to the parties and governments concerned that the Council was determined not to permit the existence of a threat to international peace in Palestine, and (b) that the Security Council should take further action by all means available to it to bring about the immediate cessation of violence and the restoration of peace and order in Palestine.

The report as a whole had the agreement of China, France, and the United States. The USSR agreed to the recommendations but thought that they were too general and vague. The USSR did not agree with the find-



ings of the report, particularly regarding the statement that the partition plan could not be implemented by peaceful means. The United Kingdom as mandatory power had attended two of the meetings in its official capacity and had furnished information but had not participated in the consultations.

On 19 March, the United States submitted to the Security Council a proposal for a temporary Trusteeship for Palestine under the Trusteeship Council, and a suspension of the efforts by the United Nations Palestine Commission to implement partition. A special session of the General Assembly was to be called to consider the Trusteeship proposal.

The proposal to call a special session of the Assembly was adopted by the Council on 1 April, and the session convened in New York on 16 April.

### ***Second Special Session of the Assembly***

Early in the session the United States presented in the form of a working paper its suggestions for the establishment of a temporary trusteeship, providing for a government and essential public services in Palestine pending further negotiations. The suggestions were based largely on the draft Statute for Jerusalem developed by the Trusteeship Council, as well as on suggestions made informally by several members of the Security Council.

On 26 April, the Assembly asked the Trusteeship Council to study with the Mandatory Power and the interested parties suitable measures for the protection of the City of Jerusalem and its inhabitants, and to submit within the shortest possible time proposals to the Assembly to that effect.

The Trusteeship Council on 28 April reached an agreement with Arab Higher Committee and Jewish Agency representatives on a cease-fire order in the Walled City of Jerusalem, which was to have been elaborated into an agreed truce.

On 5 May the Council reported to the General Assembly on the protection of the City of Jerusalem and its inhabitants.

The conclusions and recommendations of the Council were approved by the Assembly on the following day. The Assembly recommended that the Mandatory Power should appoint, before 15 May 1948, a neutral acceptable to both Arabs and Jews as Special Municipal Commissioner to carry out, with the cooperation of the community committees already existing in Jerusalem, the functions hitherto performed by the Municipal Commission. On 14 May 1948, the appointment of Harold Evans of Philadelphia as Special Municipal Commissioner for Jerusalem was announced.

Meanwhile, the Assembly's debates had shown conclusively that it would be impossible to muster the required two-thirds vote in favor of the United States proposal for trusteeship, and on 14 May the Assembly rejected a joint United States-French proposal for a temporary international regime for Jerusalem based on Chapter XII (trusteeship) of the Charter. The central idea of this proposal was to entrust the responsibility for the protection of Jerusalem and its inhabitants temporarily to a United Nations Commissioner nominated by the United Nations and placed under the authority of the Trusteeship Council.

The Assembly at the same time decided to appoint a United Nations Mediator for Palestine and to relieve the Palestine Commission of its responsibilities. The Mediator was to be chosen by a committee of the General Assembly composed of China, France, the USSR, the United Kingdom, and the United States. He was to use his good offices to promote a peaceful adjustment of the situation of Palestine, and was to co-



operate with the Truce Commission for Palestine, appointed by the Security Council. (On 20 May 1948, the Committee appointed Count Folke Bernadotte, President of the Swedish Red Cross, as Mediator.)

### ***Arrangements for a Truce and Further Action by the Security Council***

Meanwhile, on 1 April, the Security Council called on the Jewish Agency for Palestine and the Arab Higher Committee to make representatives available to the Council for the purpose of arranging a truce between the Arab and Jewish communities of Palestine. It also called on Arab and Jewish armed groups in Palestine to cease acts of violence immediately. Accordingly, the President of the Council held conversations with the representatives of both parties.

On 17 April the Council called for a truce in Palestine. All persons and organizations in Palestine, and especially the Arab Higher Committee and the Jewish Agency, should cease all activities of a military character and all acts of violence, terrorism, and sabotage; should refrain from assisting the entry into Palestine of armed bands and from acquiring weapons and war materials; and should refrain from political activities which might prejudice the position of either community. Also, the Council's resolution said, they should cooperate with the Mandatory authorities in maintaining law and order and essential services, and should refrain from any action endangering the safety of the Holy Places or preventing access to them. The Council also requested the United Kingdom, as long as it remained the Mandatory, to use its best efforts to see that these measures were put into effect and to keep the Security Council informed of the position. Finally the Council called on all governments, particularly those of countries neighboring Palestine, to assist in the implementation of these measures.

On 23 April, the Council established a Truce Commission for Palestine composed of representatives of those members of the Council which have career consular officers in Jerusalem—Belgium, France, and the United States (the representative of Syria, which also had a consular officer in Jerusalem, indicated to the Council that his Government was prepared to withdraw if Syria's membership in the Commission was an obstacle). The Commission was to assist the Council in supervising the 17 April truce resolution.

On 30 April the Commission reported that the general situation in Palestine was deteriorating rapidly, that Government departments were closing daily, that normal activities were coming to a standstill, and that the intensity of fighting was increasing steadily.

The Commission's forecast was borne out by events after 14 May when the end of the Mandate brought a new train of developments. The Security Council continued to consider the question.

## **EGYPTIAN QUESTION**

On 8 July 1947, Egypt brought to the Security Council's attention a dispute with the United Kingdom. It claimed that British troops were being maintained in Egyptian territory against the will of the Egyptian people. The presence of these troops, Egypt alleged, constituted an offense to the dignity of Egypt, a hindrance to its normal development, and an infringement of the fundamental principle of sovereign equality, and was



therefore contrary to the Charter of the United Nations. Furthermore, the occupation of the Nile Valley by British troops and the pursuance of a hostile policy in the Sudan—an Anglo-Egyptian Condominium—had given rise to a dispute between Egypt and the United Kingdom, the continuance of which was likely to endanger the maintenance of international peace and security. Having failed to settle the dispute by direct negotiation, Egypt requested the Council to direct the total and immediate evacuation of British troops from Egypt, including the Sudan, and the termination of the present administrative régime in the Sudan.

The Egyptian complaint, the United Kingdom maintained, was unfounded. The Anglo-Egyptian treaty of 1936, which did not expire until 1956, provided, among other things, for the stationing of British armed forces in Egypt, and the continuation of the system of administration in the Sudan created by the Condominium Agreement of 1899. A new treaty negotiated in 1946, the United Kingdom stated, had been rejected by Egypt on the question of the future status of the Sudan and the treaty of 1936 therefore remained in effect. According to the United Kingdom, Egypt had maintained that the Sudanese should not be permitted to choose independence or not as they saw fit, but must limit their choice to some form of union with Egypt. No proof had been furnished by Egypt, the United Kingdom concluded, that a threat to international peace existed.

Between 5 August and 10 September 1947, the Security Council considered the Egyptian complaint. Brazil, China, and Colombia, in similar resolutions, proposed that the Council should recommend to the United Kingdom and Egypt the resumption of negotiations, the Council to be kept informed of the results.

As the Council did not adopt any one of the resolutions nor several proposed amendments, it resolved on 10 September 1947 to keep the question on its agenda and to continue its consideration at the request of any member of the Council or of either of the two parties concerned.

## THE KOREAN QUESTION

The problem of the independence of Korea was brought before the second session of the General Assembly by the United States on 14 September 1947.

Korea was occupied by the United States and the USSR after the Japanese surrender. The USSR held the area north of the 38th parallel, and the United States the area south. As Korea was considered liberated from the Japanese (it was annexed by Japan on 29 August 1910), the occupying powers agreed at the Moscow Conference in December 1945, to set up a "Provisional Korean Democratic Government." To assist the formation of this Government, the Moscow Conference established a Joint Commission of the occupying powers which was to "consult with the Korean democratic parties and social organizations" in assisting the formation of a "Provisional Korean Democratic Government." Thereafter the Joint Commission, "with the participation of the Provisional Korean Democratic Government," was to work out measures for independence and an agreement "concerning a Four-Power trusteeship of Korea for a period of up to five years." (The four powers specified in the Moscow Agreement are the USSR, China, the United Kingdom, and the United States.)



Negotiations between the USSR and the United States representatives on the Joint Commission, which began on 20 March 1945, failed to produce agreement between the two powers, and the USSR, the United States reported, had subsequently declined to discuss certain United States proposals to implement the Moscow Agreement on Korea.

The USSR proposed that the General Assembly should recommend to the Governments of the United States and the USSR the simultaneous withdrawal of their troops from southern and northern Korea respectively at the beginning of 1948, thereby leaving to the Korean people itself the establishment of a National Government of Korea. The USSR proposed further that elected representatives of the Korean people should be invited to take part in the discussion of this question in the Assembly's First (Political and Security) Committee.

The General Assembly rejected the USSR proposals. Instead it decided on 14 November 1947 to establish a Temporary Commission on Korea to facilitate and expedite the participation of elected Korean representatives in the consideration of the question and to observe that the representatives were in fact duly elected by the Korean people. The Commission, to be composed of Australia, Canada, China, El Salvador, France, India, Philippines, Syria, and the Ukrainian SSR, was authorized to travel, observe, and consult throughout the country.

The Assembly recommended that elections should be held not later than 31 March 1948 to choose representatives with whom the Commission might consult concerning the prompt attainment of independence by Korea. These representatives were to constitute a National Assembly and establish a National Government as soon as possible after the elections. The National Government, immediately upon its establishment, should, in consultation with the Commission, constitute its own national security forces, take over the functions of government from the military commands and civilian authorities of North and South Korea, and arrange with the occupying powers for the complete withdrawal from Korea of their armed forces as early as practicable and, if possible, within ninety days.

The Assembly authorized the Commission to consult with the Interim Committee with respect to the application of its recommendations.

The Byelorussian SSR, Czechoslovakia, Poland, the Ukrainian SSR, the USSR, and Yugoslavia did not take part in the vote on the establishment of the Korean Commission. They maintained that the absence of elected Korean representatives during the discussion of the question of Korean independence contravened the provisions of the Charter and the right of self-determination of peoples. The Ukrainian SSR declared that it would not participate in the work of the Commission.

The Commission held its first meeting at Seoul, Korea, on 12 January 1948. Three subcommittees were established: one to consider ways and means of insuring a free atmosphere for elections in Korea; another to secure statements from Korean personalities whose views might be helpful to the Commission; and a third to consider reports and other technical and documentary studies prepared by the Secretariat on the electoral laws and regulations in North and South Korea, and to hear Korean, USSR, and United States officials and experts.

On 6 February, the Commission decided to consult the Interim Committee concerning its future course of action, on the ground that the negative attitude of the Soviet authorities had made it clear that the Com-



mission would not be able to exercise its functions in northern Korea occupied by USSR forces.

On 26 February, the Interim Committee decided that the program outlined by the General Assembly should be implemented and that the Commission should proceed with the observance of elections in all Korea, and if that should be impossible, in as much of Korea as would be accessible to it.

On 28 April, the Korean Commission, having satisfied itself that a reasonably free atmosphere, wherein freedom of speech, press, and assembly would be respected, existed in South Korea, agreed to observe the elections, which were held in South Korea on 10 May. The Commission sent an observation group to each of the nine provinces of Southern Korea.

## INDIA-PAKISTAN QUESTION

### *Indian Complaint*

On 1 January 1948, India reported to the Security Council that tribesmen and others had been invading the State of Jammu and Kashmir and that extensive fighting was taking place.

Kashmir is an Indian princedom which, like others in the subcontinent, became free to accede to India or Pakistan. It borders on both the Dominions. When the invasion had begun, the State asked to accede to India, which accepted the accession on the understanding that once normal conditions were restored, the people of the State should decide their future status by a free plebiscite.

India complained that Pakistan was assisting, aiding, and participating in the invasion and was thus committing "an act of aggression against India," and asked the Council to call on Pakistan to stop giving such assistance. In particular, it asked that Pakistan's military and civil personnel and other nationals be prevented from assisting or taking part in the invasion. India also asked that the invaders be denied access to, and use of, Pakistan territory, supplies, and other kinds of aid.

### *Pakistan Counter Charges*

Pakistan denied these charges and also the legality of Kashmir's accession to India. It asserted that India had violated Pakistan's territory on numerous occasions. It argued therefore for the withdrawal of Indian troops, the return of Muslim residents compelled to leave the State, the establishment of a representative administration, and, when these steps had been taken, the holding of a plebiscite to determine whether the State should accede to India or Pakistan.

Pakistan also complained that Junagadh, Manavadar, and some other States in Kathiawar which had acceded to Pakistan were occupied by Indian armed forces.

Charging that an extensive campaign of genocide had been carried out against Muslims in certain areas of the Indian Union, it asked for an investigation and the trial of those responsible by an international tribunal.

In connection with the implementation of the partition agreements, Pakistan alleged that India had withheld Pakistan's share of cash balances and military stores, and requested assistance in supervising the carrying out of these agreements.



Pakistan asked the Council to appoint a commission or commissions for the purpose of dealing with all the situations complained of. In later statements, India repudiated Pakistan's charges as "false" and as having been made in the hope of obscuring the real issue on which Pakistan had no effective answer.

Both parties agreed, however, that the situation between them might lead to a breach of international peace.

### ***Council Deliberations***

From 6 January to 3 June, the Security Council considered these issues at thirty-three meetings. In addition, numerous private consultations were held by the delegations of India and Pakistan at the instigation of the Council and under the guidance of the successive monthly Presidents of the Council in an endeavor to reach an agreed solution. Most of the time at the meetings and consultations was taken up with the Jammu and Kashmir issue.

On 6 January, even before the Council first took up the question, the President cabled urgent appeals to the two Governments to abstain from taking any step inconsistent with the Charter which might lead to a deterioration of the situation and so make Council action more difficult. Reassuring replies were received.

Then, on 17 January, the Council itself followed up with a call to the Governments to take all measures to improve the situation, including public appeals to their people, and to refrain from aggravating it. Again reassuring replies were received.

India advised that it had decided to pay to Pakistan the latter's share of cash balances, although justified in withholding them.

### ***Commission Established***

On 20 January, the Council established a Commission of three members for investigation and mediation, one member to be selected by India, one by Pakistan, and the third to be designated by the two so selected. The Commission was to act first on the Jammu and Kashmir situation and, when so directed by the Council, in regard to the other situations complained of by Pakistan.

### ***Council Recommendations***

On 21 April, despite opposition to many of its provisions by both India and Pakistan, the Council adopted a revised draft resolution presented jointly by Belgium, Canada, China, Colombia, the United Kingdom, and the United States.

The dispute over Jammu and Kashmir was likely to endanger international peace and security, this resolution declared. The Council therefore recommended to the two Governments measures which it regarded as appropriate to bring about a cessation of the fighting and to create proper conditions for a free and impartial plebiscite to decide whether the State was to accede to India or Pakistan. To assist in the carrying out of these measures, it instructed its India-Pakistan Commission "to proceed at once to the Indian subcontinent and there place its good offices and mediation at the disposal of the Governments of India and Pakistan." The Council decided to increase the membership of the Commission from three to five.

According to the Council's recommendations, foreign tribesmen, Pakis-



tan nationals not normally resident in Kashmir, and, to the greatest possible extent, Indian forces should be withdrawn. This would be followed by the plebiscite, which was to be prepared and carried out by a special plebiscite administration headed by an appointee of the Secretary-General of the United Nations. To this administration certain powers were to be delegated by the Government of the State of Jammu and Kashmir. While the plebiscite was being planned and conducted, the Government of Kashmir State was to be broadened.

There were other provisions against coercion, intimidation, and bribery of voters during the plebiscite and for full freedom of expression, press, speech, assembly, and travel.

Withdrawal of Indian nationals not normally resident in Kashmir, release of political prisoners, freedom for citizens of the State to return to their homes, non-victimization, and protection of minorities were also to be insured.

Early in May, India informed the Council that it would not be able to implement those parts of the resolution against which it had already objected. It added, however, that if the Council should still decide to send out the Commission, the Government of India "would be glad to confer with it."

India's objections were chiefly against the provisions for the progressive withdrawal of Indian troops, which it contended could not be carried out "until all the intruders have actually withdrawn." It also opposed the provision for calling on Pakistan forces to help maintain law and order in Kashmir, because this in effect was seeking Pakistan's assistance "to remedy a situation which it has itself created." India also could not accept the attempt "to impose arbitrarily a coalition government on the State," for this would be against all democratic practice. India objected, too, to several of the provisions for the plebiscite administration.

Pakistan, on the other hand, considered that the measures recommended were "not adequate to insure a free and impartial plebiscite." It too, regretted that it had not been placed in a position to carry out the obligations sought to be laid upon it by the resolution.

Pakistan expressed regret that certain suggestions made in the Council had not been incorporated in the text of the resolution. Among these were that Pakistan should have the right to use its forces to bring about the withdrawal of tribesmen and others; and that an interim administration should be established which would be completely neutral on the issue of accession to India or Pakistan. Pakistan also felt that the Plebiscite Administrator should be competent to remedy any situation created by the dismissal of employees of the State suspected of favoring accession to Pakistan.

### ***Membership of the Commission***

Although the resolution was not acceptable to the Pakistan Government, Pakistan submitted "under protest and without prejudice" the name of Argentina as its nominee on the India-Pakistan Commission.

India had already nominated Czechoslovakia, and the Council itself had chosen Belgium and Colombia. When Argentina and Czechoslovakia failed to agree on a fifth member, the President of the Council designated the United States.

On 10 May, the Secretary-General advised the representative of India



that he was prepared to undertake negotiations concerning the terms of service of the Plebiscite Administrator. He forwarded a draft agreement which he thought might serve as a basis of discussion.

India replied on 15 May that the conditions for a free and fair plebiscite could not be established under the Council's resolution. In particular, India had taken exception to some of the functions proposed for the Plebiscite Administrator—for example, the direction and supervision of the State forces and police and the appointing of special magistrates to hear cases which in his opinion had a serious bearing on the preparation for and conduct of the plebiscite.

In these circumstances, the Indian representative wrote, he did not think it would be "useful" to discuss "now" the draft agreement on the terms of service.

### ***Disposition of Other Issues***

In the meantime, on 7 May, the Council began considering the disposition of the three other issues raised by Pakistan: the questions of Junagadh, genocide, and differences arising out of the partition of India. These questions, too, Pakistan contended, should be referred to the India-Pakistan Commission.

In the case of Junagadh and the other states of the Kathiawar Peninsula which had acceded to Pakistan but were under Indian military occupation, Pakistan contended that the main task was to settle the conditions under which an impartial plebiscite might be held on the question of accession to India or Pakistan.

To this, India replied that another plebiscite was unnecessary—although India would not object to one—because it would have the same result as the first, which had already been held: an overwhelming majority for accession to India.

On the charge of genocide, Pakistan submitted that the Council would have to provide for the return of refugees, for indemnities for damage to Muslim life and property, and for the trial and punishment of those responsible for the anti-Muslim outrages.

These communal clashes, India replied, could not be described as "genocide." This and the matter of the division of military stores between India and Pakistan were questions for settlement by the two Governments, not by the Security Council. They were not of international importance and did not threaten international peace.

On 3 June, the Council directed the India-Pakistan Commission to proceed without delay to the areas of dispute with a view to "accomplishing in priority" the duties assigned to it in connection with Jammu and Kashmir; and further, to study and report, when it would consider appropriate, on the other matters.

## **THE CZECHOSLOVAKIAN SITUATION**

On 10 March 1948, Dr. Jan Papanek, then permanent representative of Czechoslovakia to the United Nations, in a letter to the Secretary-General, asked for a Security Council investigation of events leading up to and succeeding the change of Government in Czechoslovakia on 22 February. He charged that Czechoslovakia's independence had been violated by the threat of the use of force by the USSR.

After the Secretary-General decided that this letter could not be treated as a request from a Member Government, Chile, on 12 March, requested that, in accordance with Article 34 of the Charter, the Council should investigate the events alleged by Dr. Papanek as constituting a threat to international peace and security.

The letter from Chile was admitted to the agenda of the Security Council on 17 March. The representative of Chile was invited to participate in the Council's discussion and asked the Council to hear Dr. Papanek.

The Council heard Dr. Papanek on 22 March. He stated that the coup in Czechoslovakia in February had been carried out with the direct and indirect participation of the Soviet Union.

On 15 March, Dr. Vladimir Houdek was accredited permanent representative of Czechoslovakia to the United Nations, replacing Dr. Papanek, and on 6 April the Security Council decided to invite Czechoslovakia to participate in the Council's discussions.

Czechoslovakia replied, however, that the discussion of internal matters of Czechoslovakia in the Council was contrary to the Charter. The Czechoslovak Government therefore did not find it possible to take part in such discussion.

On 12 April, Chile proposed that the Council should appoint a sub-committee to receive evidence on the Czechoslovak situation. The proposal, which was formally submitted by Argentina (a member of the Council), was rejected on 24 May, as a result of the negative vote of the USSR.

The United States, France, and the United Kingdom announced that they would individually collect material on the Czechoslovak situation and would make it available to the Council at a later date.

## ATOMIC ENERGY

The General Assembly on 24 January 1946 unanimously established a Commission on Atomic Energy, composed of the States represented on the Security Council and Canada, when Canada is not a member of the Council, to deal with the problems raised by the discovery of atomic energy and other related matters.

The Atomic Energy Commission first met on 14 June 1946, at which meeting the United States presented a plan for the establishment of an International Atomic Development Authority entrusted with all phases of the development and use of atomic energy. At the second meeting on 19 June, the USSR suggested that the first measure to be adopted should be the conclusion of an international agreement to forbid the production and use of atomic weapons.

### *Working Committee*

After various delegations had expressed their views on the two proposals, a Working Committee was established to consider the proposals made. It set up three other committees, including a Scientific and Technical Committee to advise on the scientific aspects of the problem.

On 26 September 1946, the Scientific and Technical Committee reported that it had found no basis in the available scientific facts for supposing that effective control of atomic energy was not technologically feasible. Whether or not it was politically feasible was, the Committee felt, for the Commission to decide.



## ***General Assembly Resolution***

On 14 December 1946, the General Assembly unanimously approved a resolution on the principles governing the general regulation and reduction of armaments, which, among other things, urged the expeditious fulfilment by the Atomic Energy Commission of its terms of reference and called upon all Members of the United Nations to render every possible assistance to the Commission.

The Assembly recommended that the Security Council should expedite consideration of the Atomic Energy Commission's reports and a draft convention or conventions for the establishment of an international system of control and inspection. This convention should include the prohibition of atomic and all other major weapons adaptable now and in the future to mass destruction, and provisions for the control of atomic energy to the extent necessary to insure its use only for peaceful purposes.

An international system of control and inspection was to be established within the framework of the Security Council. It was to operate through special organs which were to derive their powers and status from the international conventions under which they were established.

## ***First Report of the Commission***

On 30 December, the Atomic Energy Commission adopted its first report to the Security Council. The report recommended, among other things, "a strong and comprehensive international system of control and inspection of atomic energy" whose scope and functions should be defined by a treaty or convention in which all Member States of the United Nations would participate equally.

On 18 February 1947, the USSR proposed a number of specific amendments and additions to the general findings and recommendations contained in the Commission's first report.

On 10 March, the Security Council urged the Commission to continue its inquiry into all phases of the problem of the international control of atomic energy, and in due course to prepare and submit to the Council a draft treaty or treaties or convention or conventions incorporating its ultimate proposals. It also asked the Commission to submit a second report to the Council before the next session of the General Assembly.

On 11 June, the USSR submitted to the Commission eight proposals for the control of atomic energy based on international inspection and national management of atomic facilities.

## ***Second Report of the Commission***

The Commission submitted its second report to the Security Council on 11 September 1947. After reviewing the progress made since the first report, it set forth certain basic principles to govern the functions and powers of an international agency for the control of atomic energy.

These principles included the following:

- "1. Decisions concerning the production and use of atomic energy should not be left in the hands of nations.
- "2. Policies concerning the production and use of atomic energy which substantially affect world security should be governed by principles established in the treaty or convention which the agency would be obligated to carry out.

"3. Nations must undertake in the treaty or convention to grant to the agency rights of inspection of any part of their territory, subject to appropriate procedural requirements and limitations."

The majority of the Commission concluded that the specific proposals contained in this report, together with the general findings and recommendations of the first report, provided the essential basis for the establishment of an effective system of control to insure the use of atomic energy for peaceful purposes only and to protect complying States against the hazards of violations and evasions. Consideration of the amendments to the first report proposed by the USSR had not led the Commission to revise its general findings and recommendations. By 15 May 1948, the Security Council had not taken any action on the Commission's second report.

### ***Committee Work***

The Working Committee of the Commission continued the study of the Soviet proposals of 11 June 1947 and of the Soviet replies to certain questions submitted by the United Kingdom in connection with these proposals. On 5 April 1948, however, the Working Committee decided that no useful purpose could be served by further discussion of the Soviet proposals and adjourned without setting a date for a new meeting.

Meanwhile, Committee 2, one of the committees established by the Working Committee, considered the organizational structure of an international agency for the control of atomic energy.

But, after two meetings at which experts on the organization of an international control agency were heard, the majority of the representatives on Committee 2 decided on 30 March 1948 that no useful purpose would be served in pursuing the consideration of the organizational structure and the composition of such an international agency in view of the lack of agreement on the basic political problem of control. The Committee adjourned without taking a decision and without setting a date for the next meeting.

### ***Joint Statement***

On 17 May 1948, the Commission itself adopted a joint statement by France, the United Kingdom, and the United States indicating that it had reached an impasse in its work, and therefore could not prepare a draft treaty on the control of atomic energy. This statement said that the difficulties which confronted the Commission were first evidenced when the plan for the control of atomic energy, under consideration by most of the members, was rejected by the USSR either as a whole or in its separate parts on the ground that such a plan constituted an unwarranted infringement of national sovereignty. For its part, the USSR insisted that a convention outlawing atomic weapons and providing for the destruction of existing weapons must precede any control agreement. The majority of the Commission considered that such a convention, without safeguards, would offer no protection against non-compliance.

Because of the failure to achieve agreement on the international control of atomic energy, the joint statement went on to say, the Commission concluded that no useful purpose could be served by carrying on negotiations at the Commission level. It recommended that such negotiations should be suspended until such time as the permanent members of the Commission (Canada, China, France, the USSR, the United Kingdom, and



the United States) found, through prior consultation, that there existed a basis for agreement on international control.

It was decided to transmit this statement to the Security Council in the form of a report (the third report of the Atomic Energy Commission) with a recommendation that it should be transmitted along with the two previous reports to the next regular session of the General Assembly as a matter of special concern. The Commission agreed to include a statement indicating the views of the USSR. The Soviet Union could not agree that, on the pretext of establishing international control, countries should be enabled to interfere through such controlling agencies in the internal economic life of other States. According to the USSR view, the problem of international control over atomic energy was, first of all, a political problem, and, therefore, the tendency to subordinate the political tasks of control to considerations of technical detail threatened the whole establishment of such control.

## REGULATION AND REDUCTION OF ARMAMENTS

### *Resolution of the General Assembly*

The General Assembly on 14 December 1946 unanimously declared the necessity for an early general regulation and reduction of armaments and armed forces. It recommended that the Security Council give prompt consideration to formulating essential practical measures, according to their priority, to achieve this objective, and to assure that such regulation and reduction of armaments and armed forces would be generally observed by all participants and not unilaterally by only some. The plans formulated by the Security Council should, the Assembly recommended, be submitted by the Secretary-General to Members of the United Nations for consideration at a special session of the Assembly. The treaties or conventions approved by the Assembly should then be submitted to the signatory states for ratification.

(For recommendations in connection with the control of atomic energy, see above "Atomic Energy".)

The Assembly decided that an international system should be established within the framework of the Security Council in order that measures might be adopted for the regulation and reduction of armaments and armed forces; for the prohibition of the use of atomic energy for military purposes and the elimination from national armaments of atomic and other major weapons of mass destruction; and for the control of atomic energy to insure its use only for peaceful purposes. The system was to operate through special organs which were to derive their powers and status from the convention or conventions establishing them.

The Assembly also recommended that the Security Council should accelerate as much as possible the placing at its disposal of the armed forces mentioned in Article 43 of the Charter, and that Members, while taking account of the needs of occupation, should undertake the progressive and balanced withdrawal of their armed forces stationed in ex-enemy territories and the withdrawal without delay of armed forces stationed in the territories of Members. The Assembly further recommended a corresponding reduction of national armed forces.

## ***Information on Armed Forces to Be Submitted by Members***

On the same day the Assembly called on the Security Council to determine, as soon as possible, the information which the Members should furnish, in order to give effect to this resolution.

## ***Commission for Conventional Armaments***

To give effect to the Assembly resolution on armaments, the Security Council, on 13 February 1947, set up a Commission for Conventional Armaments composed of representatives of the members of the Council.

The Commission for Conventional Armaments held its first meeting on 24 March 1947 at Lake Success. On 9 April, on the motion of the Colombian representative, it set up a subcommittee composed of the representatives of the five permanent members of the Council to prepare a draft plan of work.

A draft plan of work submitted by the United States was approved by the Commission on 18 June 1947 and by the Security Council on 8 July 1947.

Meanwhile, on 25 June 1947, the Commission established a Working Committee of the Whole to formulate proposals for the general regulation and reduction of armaments and armed forces and to coordinate the work of any subcommittees to be established.

The Working Committee first met on 20 August 1947. On 9 September it defined the jurisdiction of the Commission for Conventional Armaments and the term "atomic and other weapons of mass destruction" as follows:

that all armaments and armed forces, except atomic weapons and weapons of mass destruction, fall within its jurisdiction and that weapons of mass destruction should be defined to include atomic explosive weapons, radioactive material weapons, lethal, chemical, and biological weapons, and any weapons developed in the future which have characteristics comparable in destructive effect to those of the atomic bomb or other weapons mentioned above.

On 12 September, the Working Committee requested its members to submit working papers on the general principles for the regulation and reduction of armaments and armed forces and on practical and effective safeguards by means of an international control. By 10 October, all delegations submitted papers, and a synopsis of them was prepared by the Secretariat. The Working Committee began a detailed consideration of this synopsis on 15 October 1947.

After completing the discussion on the synopsis, the Committee, on 6 April 1948, instructed the Secretariat to prepare a text on the basis of a proposal before the Committee which suggested among other things that a system for the regulation and reduction of armaments should provide for the adherence of all States. The proposal stated that such a system could be put into effect only in an atmosphere of international confidence and security. Examples of conditions essential to such confidence might be: the establishment of agreements for a United Nations Armed Force, the establishment of international control of atomic energy, and the conclusion of peace settlements with Germany and Japan.

It was further proposed that a system for the regulation and reduction of armaments must include an adequate system of safeguards, including an



agreed system of international supervision to insure the observance by all parties concerned of the provisions of the proposed treaty or convention. The proposal stated that provision must be made for effective enforcement action in the event of violations.

## UNITED NATIONS ARMED FORCES

On 16 February 1946, the Security Council directed the Military Staff Committee to examine from a military point of view the provisions of Article 43 of the Charter, which contemplates a military agreement or agreements placing armed forces at the disposal of the Council.

### *Military Staff Committee Report*

On 30 April 1947, the Committee reported on the general principles to govern the organization of the armed forces. The report dealt with: the purpose, composition, and over-all strength of armed forces; the contribution of armed forces by Members; the employment of armed forces and their degree of readiness; the provision of assistance and facilities for them, including rights of passage; the logistical support of armed forces; their general location and their strategic direction and command. The Report contained recommendations agreed on by all delegations on the Committee, and also proposals of individual delegations on which unanimous agreement had not been reached.

Most of the twenty-five articles agreed on by the Committee were accepted by the Security Council, and on 25 June 1947 the Council asked the Committee to submit an estimate of the over-all strength of the armed forces to be made available, indicating the strength and composition of the land, sea, and air components, and the proportion of this over-all strength that should be provided by the permanent members of the Council.

The report submitted by the Military Staff Committee set forth the proposals made by the French, United Kingdom, and United States delegations regarding the provisional estimate of over-all strength and composition (the Chinese delegation agreed with the United Kingdom proposal). The USSR delegation subsequently confirmed that it had submitted to the Committee estimates for preliminary and informal discussion. The following table shows the estimates submitted.

	<i>France</i>	<i>U.K.</i>	<i>U.S.</i>	<i>USSR</i>
<i>Air Forces</i>				
Bombers	775	600	1,250 (Includes only strategic and tactical bombers)	600
Strategic		(225)		
Medium		(150)		
Light		(400)		
Fighters	300	400	2,250 (Includes fighter bombers)	300
Reconnaissance	200	...	...	...
Miscellaneous	...	200	300	300
TOTAL:	1,275	1,200	3,800 (Does not include air transport requirements)	1,200
<i>Ground Forces</i>				
Divisions	16	8-12	20	12
Armored		(3)		
Airborne		(3)		
Motorized or mountain		(10)		

	<i>France</i>	<i>U.K.</i>	<i>U.S.</i>	<i>USSR</i>
<i>Naval Forces</i>				
Battleships	3	2	3	...
Carriers	6	4	6	...
Cruisers	9	6	15	5-6
Destroyers	18-24	24	84	24
Escort vessels	30	48	..	24
Minesweepers	30	24	..	24
Submarines	12	12	90	12
Assault shipping and craft for number of divisions shown	1	Two-thirds (2 regimental combat teams or brigade groups)	6	...

NOTE: All proposals provide for appropriate naval auxiliaries without specifying exact numbers.

During December 1947 a sub-committee of the Military Staff Committee concluded its informal exchange of views on the land, naval, and air estimates and forwarded a report to the Committee, which has since been discussing the report.

## ADMISSION OF NEW MEMBERS

Applications for membership in the United Nations were received from the following states during 1946:

People's Republic of Albania, received on 25 January

Mongolian People's Republic, dated 24 June

Trans-Jordan, dated 26 June

Afghanistan, dated 2 July

Ireland, dated 2 August

Portugal, dated 2 August

Iceland, dated 2 August

Siam, dated 3 August

Sweden, dated 9 August

The Security Council considered the applications on 28 and 29 August 1946. It decided against recommending the admission of all applicants *en bloc*, and considered each application separately.

### *New Members Admitted in 1946*

The Council unanimously recommended to the General Assembly that Afghanistan, Iceland, and Sweden should be admitted to the United Nations. The General Assembly voted on 9 November to admit these three States to membership and on 19 November they officially became Members, having presented their instruments of adherence to the Charter.

Of the States which the Security Council did not recommend for membership, Albania and Mongolia received five and six affirmative votes, respectively. Portugal and Trans-Jordan received eight affirmative votes each and Ireland nine, but they were not recommended for membership as a result of the negative vote of the USSR, one of the permanent members of the Council. The USSR objected to the admission of these three countries because they had no diplomatic relations with the USSR.

Siam had requested on 28 August that consideration of its application



should be adjourned pending the settlement of a territorial dispute with France. It applied anew for membership on 29 November. On 12 December, the Council unanimously recommended Siam's admission to the United Nations, and on 15 December the General Assembly approved the Council's recommendation. Siam became a Member of the United Nations on 16 December 1946.

### ***Reexamination of Applications***

The General Assembly, on 19 November, recommended that the Security Council reexamine the applications for membership of Albania, Ireland, Mongolia, Portugal, and Trans-Jordan on their merits in accordance with the terms of the Charter. Accordingly the Council on 18 April 1947 again put the five applications to a vote. Albania and Mongolia received three affirmative votes each, while Trans-Jordan, Ireland, and Portugal, with nine affirmative votes each, again were not recommended for membership as a result of the negative vote of the USSR.

### ***Applications Received in 1947***

The following applications for membership in the United Nations were received during 1947:

Hungary, dated 22 April

Italy, dated 7 May

Austria, dated 2 July

Roumania, dated 10 July

Yemen, dated 21 July

Bulgaria, dated 26 July

Pakistan, dated 15 August

Finland, dated 19 September

On 18 August, the Security Council unanimously decided to recommend to the General Assembly the admission of Yemen and Pakistan. This recommendation was approved by the General Assembly on 30 September 1947, and became effective on the same day.

Italy and Austria received nine and eight affirmative votes, respectively, but were not recommended for membership because of the negative vote of a permanent member of the Council (USSR), which considered that the Council should not take a decision on the admission of these States until peace treaties had come into force. Of the other applicants on which the Council voted on 21 August 1947, Hungary, Roumania, and Bulgaria failed to obtain seven affirmative votes.

The Security Council, on 25 and 29 September and 1 October, reexamined the applications of Hungary, Italy, Roumania, and Bulgaria, and also considered the application of Finland, received in September after the peace treaties with these countries had come into force. Poland proposed that these five countries be admitted together. The USSR, in supporting this proposal, stated that in its view each of the five applicants fulfilled all the requirements laid down in the Charter for admission to membership in the United Nations. In accordance with the Potsdam Agreement in which the United States, the United Kingdom, and the USSR had undertaken to support the applications of the former enemy States after the peace treaties had entered into force, the five countries should be admitted to membership at the same time.

Australia, the United Kingdom, and the United States insisted on a

separate vote on each application. The USSR voted against the admission of Finland and Italy. But for the negative vote of a permanent member of the Council, Italy and Finland would have been recommended for membership, having obtained nine affirmative votes each. The other three countries failed to obtain seven affirmative votes.

### ***Recommendations of the General Assembly***

On 17 November 1947, the General Assembly "determined that . . . in its judgment" Ireland, Portugal, Trans-Jordan, Italy, Finland, and Austria were "peace-loving States, within the meaning of Article 4 of the Charter, and should therefore be admitted to membership in the United Nations." The Assembly requested the Council to reconsider the applications of the six countries concerned in the light of this determination, those of Italy and Trans-Jordan to be reexamined before the end of the second regular session of the Assembly.

At the same time, the General Assembly requested the permanent members of the Council to consult with a view to reaching agreement on the admission to membership of the applicants which had not been recommended hitherto, and to submit their conclusions to the Council. Finally, the Assembly requested the International Court of Justice to give an advisory opinion on whether a Member of the United Nations was juridically entitled to make its consent to the admission of a new Member dependent on conditions not expressly provided in the Charter; in particular, whether it could make its consent subject to the condition that other States be admitted at the same time.

Having reconsidered the applications of Italy and Trans-Jordan on 22 November 1947, as requested by the Assembly, the Council informed the Assembly that none of its members had changed its position, and that the Council had postponed further consideration of these two applications in order to allow consultation among its permanent members.

On 10 April 1948, the Council reconsidered the applications of all States it had previously failed to recommend for membership (Albania, Austria, Bulgaria, Finland, Hungary, Ireland, Italy, Mongolia, Portugal, Roumania, and Trans-Jordan). Only Italy's application was voted on. It received nine affirmative votes, but because of the negative vote of a permanent member (USSR), it was not approved. The consideration of the remaining applications was postponed.

### ***Application of Burma***

On 27 February 1948, the Union of Burma applied for membership in the United Nations. The Security Council on 10 April and the General Assembly on 19 April 1948 decided in favor of Burma's admission, which became effective on the latter date.

### ***Advisory Opinion of the Court***

On 22 April 1948, the International Court of Justice began hearings on membership as requested by the General Assembly on 17 November 1947. The Court by a vote of nine to six decided on 28 May that a member of the Security Council or the General Assembly could not make its consent to the admission of a State to the United Nations dependent on any condition not expressly laid down in Article 4, paragraph 1 of the Charter, and that in particular a Member of the Organization could not, while it recog-



nized these conditions to be fulfilled by the applicant State, subject its affirmative vote to the additional condition that other States must be admitted to membership at the same time.

The dissenting judges were in general agreement that the admission of a new Member involved political as well as juridical considerations. Therefore they held that the Security Council and the Assembly were entitled to base their vote upon considerations not specifically prescribed by Article 4. The dissenting judges were also in general agreement that a Member, in participating in a political discussion, was legally entitled to make its consent to the admission of a state dependent on the admission of other states.

### ***Rules Governing the Admission of New Members***

Revised rules on the admission of new Members were adopted by the General Assembly on 21 November 1947, and by the Security Council on 9 December 1947. They provided, among other things, that the Council should forward to the Assembly a complete record of its discussions when it recommended an applicant State for membership, and that it should submit a special report if it did not recommend admission or postponed consideration of an application. The Assembly could return for reconsideration applications which had not been the object of a Council recommendation. Also, under the revised rules, membership was to become effective on the date that the Assembly approves an application, rather than on the day the applicant State presented its instrument of adherence to the Charter. This instrument, under the new rules, was to be submitted together with the original application.

## **VOTING PROCEDURE IN THE SECURITY COUNCIL**

Article 27 of the Charter provides that decisions of the Security Council on non-procedural matters must be made by an affirmative vote of seven members, including the concurring votes of the permanent members of the Council.

The question of voting procedure in the Security Council was raised in the General Assembly as many delegations had expressed concern at the effect which the application of the "veto" was having on the work of the Council.

On 13 December 1946, the Assembly requested the permanent members of the Council to make every effort to insure that their special voting privileges in the Council did not impede it from reaching decisions promptly. The Assembly further urged the Council to adopt practices and procedures designed to reduce the voting difficulties and to insure the prompt and effective exercise by the Council of its functions. On 27 August 1947, the Council referred the question to its Committee of Experts for consideration and suggestions.

At the second session of the Assembly, Australia proposed an agenda item concerning the previous year's resolution and the extent to which its recommendations had been carried out. Argentina presented a proposal that a General Conference should be called to amend the Charter in order to abolish the veto privilege. In the course of the session, China proposed a list of four decisions which should not be subject to the rule of unanimity. China further suggested that the Assembly recommend to the permanent members of the Council to waive their "veto" in all proceedings arising



under Chapter VI of the Charter, the pacific settlement of disputes. It was also proposed that whenever a majority of seven, including four permanent members, voted in favor of a proposal and that proposal was "vetoed," a special session of the General Assembly might be called to consider the question at the request of such a majority.

On 21 November 1947, the Assembly adopted a proposal of the United States to refer the question of voting in the Security Council to the Interim Committee for consideration. The Committee was also requested to consult with any committee which the Security Council might designate to co-operate with it in the study of the problem. It was to report its conclusions to the third regular session of the General Assembly.

The Assembly also requested the permanent members of the Council to engage in further consultation in order to reach agreement on measures which would enable the Council to function promptly and effectively.

Proposals were submitted to the Interim Committee by Canada, New Zealand, the United Kingdom, the United States, and Belgium.

New Zealand proposed to amend the Charter so as to provide that the concurring vote of any four of the five permanent members of the Council would be required in reaching a decision.

The United Kingdom suggested that the permanent members of the Council should consult where possible before a vote is taken in an effort to reach agreement. If unanimity was not achieved, the permanent members should agree to exercise the veto only if they considered the question of vital importance to the United Nations as a whole, and in this case they should explain their reasons. The United Kingdom also suggested that proposals should not be "vetoed" simply on the grounds that they "did not go far enough." Also, disputes should not be brought before the Council until all other possible methods of settlement had been tried. If a dispute was brought before the Council, the Council should, before taking a vote, appoint a committee or rapporteur to make a further attempt at conciliation.

The United States proposed that the Interim Committee should make a study of the categories of decisions which the Council is required to make and should submit to the Assembly a list of categories of decisions which should be taken by an affirmative vote of any seven members of the Council, whether or not they were regarded as procedural or non-procedural. The United States submitted a provisional list of such categories. Argentina and Turkey subsequently suggested items they considered should be included in such a list.

Canada suggested that the Council's competence was limited to disputes likely to endanger international peace and security. A written statement showing how continuance of a dispute or situation might endanger peace and security should, therefore, accompany any complaint brought before the Council, and the Council should settle the question of its jurisdiction at an early stage in the consideration of such a complaint. The Council should also work out procedures to insure that no State was judge in its own case. The Interim Committee, Canada proposed, should draft a comprehensive statement to include a list of principles which should guide the Council, the types of decisions properly exempt from the veto, and possible new methods of procedure.

Belgium submitted two proposals. The first suggested that a Council decision to request an advisory opinion from the International Court of Justice was procedural. Should one of the permanent members of the



Council invoke its veto in an attempt to prevent a request for an advisory opinion from reaching the Court, the Council should instruct the Secretary-General to transmit to the Court the records of the Council's discussion so that the Court could decide whether it was competent in the matter.

According to the second proposal, the Interim Committee should recommend that "in agreements conferring functions on the Security Council such conditions of vote should be provided as would exclude the application of the veto rule." Belgium pointed out that according to past practice, states, through treaties and agreements, could confer on the Council of the League of Nations the right to take decisions of substance either by a simple or by a two-thirds majority, although the League Covenant provided that all decision of the Council must be arrived at unanimously.

These proposals along with those previously submitted by Argentina and China were considered by a seventeen-member sub-committee which reported on 3 and 24 June.

### ESTABLISHMENT OF AN INTERIM COMMITTEE OF THE GENERAL ASSEMBLY

At the second regular session of the General Assembly, the United States proposed the establishment of an "Interim Committee" to assist the General Assembly in discharging its responsibilities in the maintenance of international peace and security.

In support of this proposal it was stated that, subject to the primary responsibility of the Security Council, the Charter conferred upon the Assembly broad responsibilities for maintaining international peace and security. The only limitations of the Assembly's jurisdiction were those which provided (1) that questions on which action was necessary must be referred to the Security Council and (2) that the Assembly could not make recommendations with regard to any dispute or situation in respect of which the Security Council is exercising its functions, unless the Council so requests. It was argued that in view of the Council's inability to function efficiently, it was the duty of the Assembly to exercise its jurisdiction. Under Article 22, it was further maintained, the Assembly was empowered to establish any subsidiary organ it deemed necessary for the performance of its functions. That the proposed Interim Committee was indeed a subsidiary organ was evident from the fact that it was to engage only in preliminary study and make recommendations to the General Assembly for its final decision. It could not make recommendations directly to Member States, to the Security Council, or to any other organ of the United Nations, and would therefore not encroach on the jurisdiction of the Security Council.

The Byelorussian SSR, Czechoslovakia, Poland, the Ukrainian SSR, the USSR, and Yugoslavia opposed the establishment of the proposed Committee. They maintained that it would be in clear violation of the Charter which provided for a division of functions between the General Assembly and the Security Council, conferring upon the latter primary responsibility for the maintenance of international peace and security. The purpose of the Interim Committee was to circumvent the Security Council and in this way to undermine further the principle of unanimity of the Great Powers. The proposed Committee, which was to be composed of all the Members of the United Nations and was to be authorized to deal with a broad range of matters, was not, they maintained, a subsidiary organ in the sense of Article



22 of the Charter, but a new organ for which the Charter made no provision.

On 13 November 1947, the General Assembly established an Interim Committee, composed of one representative of each Member, to function until the opening of the third regular session of the Assembly. The Committee was instructed to consider and report to the Assembly on such matters as the Assembly might refer to it. It was also asked to consider any dispute or situation proposed for inclusion in the agenda of the Assembly under Articles 11 (2), 14, or 35 of the Charter. (These concern the maintenance of international peace and security and the peaceful adjustment of any situation likely to impair the general welfare or friendly relations among nations.) In such cases the Committee must, however, by a two-thirds majority vote, determine the matter to be both important and requiring preliminary study. Only in matters referred to the Assembly by the Security Council was a simple majority to be sufficient.

Further, the Assembly instructed the Committee to consider how the General Assembly might implement its responsibility of dealing with the general principles of cooperation in the maintenance of peace and security (Article 11, paragraph 1) and of promoting international cooperation in the political field (Article 13, paragraph 1(a)).

If it considered that the summoning of a special session of the Assembly was required, the Interim Committee was so to advise the Secretary-General in order that he might obtain the views of the Members of the United Nations. The Assembly authorized the Committee to conduct investigations and appoint commissions of inquiry within the scope of its duties, provided that such investigations or inquiries were decided on by a two-thirds majority, and that, elsewhere than at the headquarters of the United Nations, they would not be conducted without the consent of the State or States in whose territory they were to take place. Finally, the Interim Committee was to report to the third regular session of the Assembly on the advisability of establishing a permanent committee of the Assembly to perform the duties of the Interim Committee.

To clarify the Interim Committee's position in relation to the Security Council, the Assembly directed that the Committee should at all times take into account the responsibilities of the Security Council under the Charter as well as the duties assigned to other councils or to any committee or commission. The Assembly further stated explicitly that the Interim Committee might not consider any matter of which the Security Council was seized.

The Byelorussian SSR, Czechoslovakia, Poland, the Ukrainian SSR, the USSR, and Yugoslavia declared that because the proposed Interim Committee violated the terms of the Charter they would not participate in its work.

The Interim Committee held its first meeting at Lake Success on 5 January 1948.

The Assembly authorized the Temporary Commission on Korea to consult with the Interim Committee concerning the application of the Assembly's recommendations on the Korean question. At the request of the Korean Commission, the Interim Committee on 26 February advised the Commission on the exercise of its functions. (See page 47.)

Three subcommittees were established by the Interim Committee to consider proposals and report on (a) voting procedure in the Security Council



(see above) ; (b) possible ways of implementing Articles 11 (1) and 13 (1a) of the Charter (relating to the general principles in the maintenance of international peace and security and to the promotion of international political cooperation)—up to 19 March proposals submitted to this subcommittee related to one particular aspect of the question, namely pacific settlement of disputes; and (c) the advisability of making the Interim Committee a permanent body—this subcommittee was to present a preliminary report by 1 July.

## MEASURES TO BE TAKEN AGAINST PROPAGANDA AND THE INCITERS OF A NEW WAR

A draft resolution on war propaganda, presented to the second session of the General Assembly by the USSR, cited Greece, Turkey, and the United States as States in which, in particular, criminal propaganda for a new war was carried on by reactionary circles.

The USSR proposed that all Member Governments should prohibit, on pain of criminal penalties, the carrying on of war propaganda in any form, and that they should take measures to suppress war propaganda as an anti-social activity endangering the vital interests and well-being of peace-loving nations.

On 3 November 1947, the Assembly unanimously adopted a substitute proposal prepared by Australia, Canada, and France, in which no countries were singled out by name.

The Assembly condemned all forms of propaganda designed or likely to provoke or encourage any threat to the peace, breach of the peace, or act of aggression. The Assembly requested the government of each Member to take appropriate steps within its constitutional limits (1) to promote friendly relations among nations based upon the Purposes and Principles of the Charter, and (2) to encourage the dissemination of all information designed to give expression to the undoubted desire of all peoples for peace. The Assembly also directed that the resolution should be communicated to the Conference on Freedom of Information which was held in Geneva from 23 March to 21 April 1948. (See below, "Freedom of Information.")

## FREE TERRITORY OF TRIESTE

On 12 December 1946, the Chairman of the Council of Foreign Ministers, in a letter to the Secretary-General of the United Nations, pointed out that the proposed Peace Treaty with Italy established a Free Territory of Trieste whose independence and integrity would be insured by the Security Council. The relevant Articles and Annexes were forwarded to the Council for approval.

On 10 January 1947, the Council approved the annexes to the Peace Treaty with Italy, relating to the creation and government of the Free Territory of Trieste, including an arrangement for a free port. The Council thus accepted the responsibility of insuring the independence and integrity of the Free Territory of Trieste, including the responsibility of appointing the Governor.

So far, the Council has not reached agreement on a candidate for the Trieste governorship, and Italy and Yugoslavia, having been asked by the Council in December 1947 to consult on a suitable candidate, reported in

January 1948 that their consultations had not led to agreement. The matter remains on the Council's agenda.

## **Economic and Social Questions**

### **ECONOMIC RECONSTRUCTION OF DEVASTATED AREAS**

Recognizing that the problem of the reconstruction of war-devastated Member countries was a grave and urgent matter, the General Assembly on 2 February 1946 asked the Economic and Social Council to take up this subject at its first session.

Acting on this, the Council at its first session called for the advice of its Economic and Employment Commission. At its second session, on 21 June 1946, the Council on the recommendation of this Commission established a Temporary Subcommission on the Economic Reconstruction of Devastated Areas.

#### ***Temporary Subcommission on Economic Reconstruction of Devastated Areas***

This Subcommission was to advise on the nature and scope of the economic reconstruction problems in countries where they were acute because of enemy occupation or physical devastation, on the progress of reconstruction, and how it might be helped by international cooperation.

The Subcommission met in London from 29 July to 13 September 1946. It divided into two working groups, one for Europe and Africa, and one for Asia and the Far East.

It was decided to confine the work of the group for Asia and the Far East at that time to preliminary discussion on how later inquiries might be conducted, and to concentrate on writing the preliminary report on Europe.

A detailed analysis was made of the material submitted by governments, intergovernmental agencies, and by the United Nations Secretariat. On-the-spot inquiries to supplement this information were made in Belgium, Czechoslovakia, France, Greece, Luxembourg, the Netherlands, Poland, and Yugoslavia.

#### ***Report of the Subcommission***

The Subcommission reported to the third session of the Council in 1946. Its report gave a picture of war devastation and the progress of recovery in the devastated areas. Short-term and long-term problems concerning manpower, food, agriculture, fuel and power, major industries, housing, transport, finance and currencies, and trade were studied, and measures of international cooperation recommended.

The Subcommission also referred to the Council a proposal for the establishment of an Economic Commission for Europe.

Some members of the Council felt that an adequate study of the short-term requirements of the war-devastated countries had not been carried out, and disagreed with the references in the report to long-term problems.

The Economic and Social Council decided to transmit the report and its resolution to the General Assembly, Member Governments, and specialized agencies, whose attention should be called to matters requiring action by them.



In its resolution the Council requested the Secretary-General to make studies of the needs of the devastated countries of the United Nations for short-term and long-term financing and to draw to the Council's attention cases where existing means appeared insufficient. The Council expressed the hope that devastated areas requiring funds for reconstruction would be able to borrow them soon through the International Bank for Reconstruction and Development.

### ***Matters Important for Reconstruction***

The Council also specifically drew to the attention of Member Governments and specialized agencies certain matters important for the reconstruction of devastated areas. These included:

- the part to be played by the International Monetary Fund;
- the need for increased coal production and increased production of mining equipment and supplies;
- the need for assistance, including technical assistance, in reestablishing agricultural production quickly;
- the need for new machinery and equipment;
- the need for the rehabilitation of transport;
- the need for international cooperation in the use and training of manpower

The Secretary-General was to assist in promoting international cooperation in these matters.

The General Assembly, on 11 December 1946, approved this resolution. It directed the Secretary-General to inform the International Bank for Reconstruction and Development that, in the Assembly's opinion, the Bank should come into effective operation as soon as possible. The Assembly also recommended that the Economic and Social Council should consider making a general survey of raw material resources needed for the reconstruction of devastated areas and establishing an Economic Commission for Europe and an Economic Commission for Asia and the Far East. (See pages 69–73.)

### ***Devastated Areas in Asia and the Far East***

The survey on war devastation and reconstruction needs of the Asiatic and Far Eastern countries was undertaken by a working group for Asia and the Far East. This working group, which held its first meeting on 9 August 1946, studied the material prepared by the Secretariat and information received from Governments. The working group submitted its report to the Economic and Social Council on 7 March 1947.

The report covers the following countries and territories which suffered from Japanese aggression: British Borneo, Burma, China, Ellice Islands, Gilbert Islands, Hong Kong, India, Indochinese Federation, Korea, Malayan Union and Singapore, Netherlands Indies, New Guinea, Papua, Philippines, Portuguese Timor, Siam, and the Solomon Islands.

The report stressed the fact that more than a thousand million people—or at least 50 percent of the world's population—lived in the devastated countries of Asia and the Far East. Further, the physical devastation and indirect injuries fell upon communities which, for the most part, even before the war had lived on a margin of subsistence, and therefore possessed few or no physical reserves with which to meet the stresses of wide-



spread destruction. The report urged the establishment of an Economic Commission for Asia and the Far East. (See page 71.)

### ***Reconstruction Problems of Devastated Areas in Africa***

On 28 March 1947, the Economic and Social Council requested the Secretary-General to make a field survey, with the concurrence of the Governments and administrations concerned and at their request, of the reconstruction problems of Ethiopia and of other devastated territories not included in the reports of the Temporary Subcommission on Economic Reconstruction of Devastated Areas, and to report to the Council at its next session the measures necessary to effect a speedy reconstruction.

The Secretary-General informed all Member countries that the Secretariat was ready to undertake field missions for this purpose. On 19 June 1947, a reply was received from the United Kingdom stating that it would be glad to receive field missions in the former Italian colonies in North Africa, namely, Cyrenaica, Eritrea, and Tripoli. Preparations were under way for a field survey in these areas, but they were later postponed.

The Ethiopian Government stated that as the first of the United Nations countries to be liberated it felt that despite heavy war damages, sufficient progress had been made in reconstruction to warrant concentrating United Nations efforts on reconstruction in countries more recently liberated. Ethiopia wished, however, to reserve its rights and position in favor of eventual long-term assistance programs.

### ***Reports on Financial Needs***

As directed by the Economic and Social Council at its third session, the Secretary-General submitted an interim report to the Council at its fourth session in February–March 1947 on the needs of twelve war-devastated countries (eleven in Europe, and one in Africa). The report presented the countries' needs, and reviewed the existing means of meeting them, in the cases of Belgium–Luxembourg (treated as a unit because of their Economic Union), Czechoslovakia, Ethiopia, France, Greece, Netherlands, Poland, Yugoslavia, Austria, Finland, Hungary, and Italy. The last four countries, which are not Members of the United Nations, were included in the study because the United Nations Special Technical Committee on Relief Needs after the Termination of UNRRA, whose work complemented that of the Subcommission on the Economic Reconstruction of Devastated Areas, had included them within the scope of its study.

The report showed an estimated net deficit in the countries' resources for meeting relief reconstruction needs in 1947 of \$3,487,100,000. The report pointed out that there were certain important limitations to an exclusive reliance on loans from the International Bank for Reconstruction and Development in meeting this deficit. One of these limitations arose from the fact that Austria, Finland, Hungary, and Italy were not members of the Bank. The report pointed out that the existing means—including the Bank—at the disposal of all the countries would be insufficient to finance their import requirements for relief and reconstruction.

It pointed out that only through action by private organizations, governments, or international agencies to augment existing loanable resources could the import programs of devastated countries be financed in full.

The Secretary-General presented a further report to the Economic and



Social Council on 22 September 1947. The report covered Belgium, Luxembourg, Czechoslovakia, Denmark, France, Greece, the Netherlands, Norway, Poland, the United Kingdom, and Yugoslavia, which are Members of the United Nations, and Albania, Austria, Finland, Hungary, and Italy, which are not Members but which were included because they received aid from UNRRA. It showed an estimated net deficit for these countries of \$1,786,300,000. The Secretary-General's report stated that since the time of the interim report it had become even clearer that the task of European reconstruction, not to mention that of the Far East, was far greater than was foreseen when the International Bank and the International Monetary Fund were created and when the major postwar intergovernmental credits were granted.

In this connection, the Second Annual Report of the International Bank stated that because the requirements were greater than anticipated, it was manifest that the Bank could provide only a part of the answer to the problems which confronted the world. The Secretary-General's report went on to state that in the absence of any large new source of external financial aid, the conclusion of the interim report must still stand. The report also stated that from recent announcements by the United States Secretary of State it would appear that the United States Government, which had so far been the principal source of external financial assistance for the devastated countries, was considering means of providing further assistance.

On 7 October 1947, the Secretary-General presented a supplementary report giving comparable information on the financial needs and resources of the following non-European devastated countries: Burma, Ethiopia, the Philippines, Siam, and Southern Korea. The estimated net deficit for these countries was \$230,100,000.

Adding the figures reported by the Secretary-General on 7 October to those reported on 22 September 1947, the total net deficit of the countries named was estimated to amount to some \$2,016,400,000 for the year 1947.

## REGIONAL ECONOMIC COMMISSIONS

After examining the report of the Temporary Subcommittee on Devastated Areas and the recommendation of the Economic and Social Council, the General Assembly in December 1946 recommended that the Council should consider establishing an Economic Commission for Europe and an Economic Commission for Asia and the Far East. The Temporary Subcommittee's Working Group for Asia and the Far East reported to the Council in March 1947, also urging the establishment of an economic commission for that region. On 28 March 1947, the Economic and Social Council established an Economic Commission for Europe and an Economic Commission for Asia and the Far East. These two Economic Commissions are primarily concerned with the problems of reconstruction in their geographical areas.

It was recognized, however, that it might be possible to deal with the economic problems of other areas—and in particular the problem of economic development—on a regional basis. Proposals were made to establish an economic commission for Latin America and another for the Middle East. The Economic Commission for Latin America was established by the Economic and Social Council on 25 February 1948, and on 7 March 1948 the Council established an *ad hoc* Committee to consider the factors bear-



ing on the establishment of an Economic Commission for the Middle East.

The Council also called the attention of the specialized agencies and the regional economic commissions to the desirability of ensuring the closest possible cooperation and, where appropriate, joint action in fields of common concern.

### ***Economic Commission for Europe***

The Economic Commission for Europe is charged with facilitating concerted action for raising the level of European economic activity, and for maintaining and strengthening the economic relations of the European countries both among themselves and with other countries of the world.

The Commission has taken over many of the emergency postwar functions which have been performed in the past by the Emergency Economic Committee for Europe, the European Coal Organization, and the European Central Inland Transport Organization.

Its members are the European Members of the United Nations and the United States. The Commission consults the Allied Control Authorities on matters concerning the economies of these territories in relation to the rest of the European economy.

Provision is made for special review within five years to determine whether the Commission is to be discontinued or on what basis it is to be maintained.

To aid it in its work, the Commission has established the following subsidiary bodies: Industry and Materials Committee, Manpower Committee, Steel Committee, Timber Committee, Electric Power Committee, Inland Transport Committee, Coal Committee, and an *ad hoc* Committee on Agricultural Problems of Common Concern to the Economic Commission for Europe and the Food and Agriculture Organization. These main subsidiary bodies in turn established a number of subcommittees and working parties. A brief summary of some of the recommendations of the subsidiary bodies follows.

To enable the Industry and Materials Committee to ascertain the shortages in the field of industry and materials, the Secretariat was requested to undertake certain studies, such as a study of the nitrogen production capacity of Europe and the alkali supply position in Europe.

The Subcommittee on Steel (later changed to a full Committee) in February 1948 recommended an arrangement for furnishing extra amounts of German metallurgical coke to Belgium, France, Italy, Luxembourg, Norway, and Sweden, all of which are important steel-producing countries. This will mean an additional million and a half tons of steel for Europe each year.

The Timber Subcommittee (later changed to a full Committee) at its second session in January 1948, found Europe's needs for 1948 imports of timber to total 4.25 million standards. (A standard is 4.67 cubic meters of sawn timber.) However, in the existing circumstances, the Subcommittee found that the importing countries would be able to buy only 2.53 million standards without external financial aid. To make sure that all countries get their share of the available timber supplies, the importing countries agreed on the amount which would form the first instalment of each country's timber purchases for delivery during 1948. They undertook not to exceed these buying limits up to 1 July 1948, or before a prior



decision had been made by the Timber Subcommittee regarding a further instalment.

A working party on ball, roller, and needle bearings of the Industry and Materials Committee examined to what extent the existing capacity for the production of bearings was being utilized. It recommended to the Industry and Materials Committee that adequate steel supplies be made available to France and Italy where planned output expansion depend partly on increased steel imports. It also recommended, among other things, that the attention of the Governments concerned be drawn to the problem of idle bearing-production machinery in western Germany.

The Electric Power Committee devoted a considerable part of its first session (October 1947) to organizing a study on the development of European power resources. Specific studies were undertaken on low grade fuels, on Rhinish lignite resources, and on the possibility of building new thermal plants and the necessary interconnections. The Committee also requested the Secretariat to undertake studies on the possibility of making forecasts of coal requirements for electric power generation and the possibility of a survey being made of the quantities of electric power required to produce certain industrial products and raw materials.

The Housing Panel (later changed to a subcommittee) at its first session agreed to concentrate, temporarily, on housing needs and expected programs for 1948-55, measures to economize scarce materials, and the needs for building materials.

A multilateral transit arrangement resulted from meetings of the working party on road transport of the Inland Transport Committee. The Governments parties to this arrangement agreed as from 1 January 1948, and for a period of one year (with the exception of one government which agreed for a six-month period), to grant or maintain freedom of transit for all goods transported by road through their countries.

A working party of the Inland Transport Committee adopted recommendations concerning customs formalities, distribution of fuel, taxation, and the full utilization of available road transport.

The Inland Transport Committee during its second session (2-10 February 1948) drew up an international agreement obtaining the support of a number of European countries for early resumption of the prewar system of automatic exchange of railway wagons (cars) in international traffic, thus promising the settlement of a problem of major importance for the rehabilitation of European transport. The Committee also promoted arrangements between certain railway administrations and the authorities of the United Kingdom and the United States zone of Germany for repayment of wagon debts, thus avoiding a threatened interruption of traffic through that zone of Germany.

The Inland Transport Committee also established a working party to facilitate, in cooperation with the Food and Agriculture Organization of the United Nations, the movement of perishable foods; established a subcommittee with broad powers to promote highway transport; and decided to investigate possible improvements to increase tourist traffic into Europe, which would bring important financial help to the continent.

At its second session (January 1948) the Coal Committee authorized the calling of a joint fuel and power working party to coordinate longer-term studies affecting fuel and power development in Europe. The working party will also attempt to determine whether fuel and power are being



utilized to the best advantage and what the expected European requirements in fuel power will be.

The Inland Transport Committee and the Coal Committee have established machinery to study and advise on the best ways of transporting coal by rail, inland waterways, and sea.

The Coal Allocations Subcommittee in February 1948 recommended the delivery—on an allocation basis—of over 18.5 million tons of coal and coke to European countries during the second quarter of 1948. This was more than 50 percent above the corresponding allocation program in 1947, and the total represented a new record in quarterly allocations. The allocations did not include quantities of coal and coke which might be available to countries from their domestic production.

One of the outstanding tasks undertaken by the Secretariat of the Economic Commission for Europe was a "Survey of the Economic Situation and Prospects of Europe," which was published in April 1948. The Survey contains a summary of the progress of Europe's recovery and an analysis of the most pressing European economic problems, and gives an indication of some of the measures believed necessary to deal with them. The Survey consists of four main chapters and contains a number of appendices. The four main chapters deal with the recovery of production, the recovery in trade, the problem of inflation, and the balance of payments. An analysis of the economic plans of the countries of Central and Eastern Europe, the five-year plan of the USSR, and the plans of the sixteen countries participating in the Committee of European Economic Cooperation are listed in the appendices.

### ***Economic Commission for Asia and the Far East***

The Economic and Social Council on 28 March 1947 established an Economic Commission for Asia and the Far East. This Commission has the same general mandate for the areas within its geographical scope as the Economic Commission for Europe.

The membership of the Economic Commission for Asia and the Far East as of May 1948, is Australia, Burma, China, France, India, Netherlands, New Zealand, Pakistan, Philippine Republic, Siam, USSR, United Kingdom, and United States. It is also provided that any State in the area, on becoming a Member of the United Nations, may become a member of the Commission (Burma and Pakistan became members under this provision). Certain territories or parts of territories have been admitted to the Commission as associate members without voting privileges.

The initial geographical scope of the Commission is British North Borneo, Brunei and Sarawak, Burma, Ceylon, China, India, Indochinese Federation, Hong Kong, Malayan Union and Singapore, Netherlands Indies, Philippine Republic, and Siam.

Provision is made for special review within five years to determine whether the Commission is to be discontinued or on what basis it is to be maintained.

During its first session in June 1947, the Economic Commission for Asia and the Far East decided that steps should be taken to complete the study on economic reconstruction of war-devastated areas in Asia and the Far East, made by the working group for Asia and the Far East, to analyze the short-term requirements of the various countries in Asia, and to find out to what extent such requirements could be met from domestic



resources within the region. The Commission also decided to make plans for training in the economic field of administrative and technical personnel. The Secretariat was instructed to undertake these tasks and to report to the next session of the Commission its suggestions for conducting the work of reconstruction, it being agreed that each country whose problems were being investigated should be invited to associate itself with the study.

Among the recommendations made by the Commission at its second session in November–December 1947 was a proposal that the Economic and Social Council should consider establishing a bureau on flood control of Asiatic rivers.

The Commission also recommended to the Food and Agriculture Organization of the United Nations that it should formulate a food program for Asiatic and Far Eastern territories for 1948 and 1949 as soon as possible. The Commission requested data, to be based on an examination of the economies of the countries concerned, on food supplies and production, the supplies of agricultural equipment, etc., and on possible measures for improving supply and distribution. The Commission decided that consultations should be held with FAO on the best means of promoting joint activities in the region, and that the Commission, in consultation with FAO, should invite member and associate member countries to report on reconstruction plans and programs in relation to food and agriculture.

The Commission decided that an appeal should be made to FAO and to producer countries to consider measures for bringing down the prices of cereals exported to the territories within the geographical scope of the Commission.

The Executive Secretary of the Commission was asked to negotiate with the Director-General of FAO with a view to calling as soon as possible a Technical Conference on Timber in Asia and the Far East.

The Commission established a working party, to be composed of experts, to work with the Secretariat and the governments concerned in preparing a report on existing plans for industrial development, on the technical skill and capital equipment needed and, where outside assistance was necessary, on how it could best be made available. The Commission also decided that a working section should be set up within the Secretariat to plan and develop means for augmenting trade between the countries of Asia and the Far East and between them and other parts of the world.

It recommended that periodic visits should be exchanged between member government officials who were engaged on work connected with economic reconstruction and development, and that member and associate member governments should consider favorably requests to lend such officials for temporary service with the Secretariat.

The Commission decided that advice should be exchanged between the secretariat of the Commission and all United Nations organs and specialized agencies concerned with economic matters and that the necessary statistical and economic documentation for the work of the Commission should be prepared by the Secretariat. It asked the Secretariat, in cooperation with the specialized agencies, to collect information concerning facilities for the training of technical and administrative personnel and to study how these facilities might be extended, to facilitate contact between countries needing such training facilities and countries able to provide them, and also to facilitate the provision of expert assistance.

After considering the report of the first and second sessions of the Eco-



conomic Commission for Asia and the Far East, the Economic and Social Council, on 8 March 1948, requested that the Secretary-General should, in consultation with the specialized agencies concerned, undertake a preliminary study of the Commission's recommendation that a bureau of flood control be established for Asia and the Far East. The results of this study are to be submitted to the Commission so that it can make proposals to the Council on the appropriate methods of dealing with the problems of flood control.

### ***Economic Commission for Latin America***

The Economic and Social Council on 25 February 1948, established an Economic Commission for Latin America. The principal tasks of this Commission are to assist concerted action for dealing with economic problems arising out of the war, for raising the level of economic activities of the countries of Latin America, and for maintaining and strengthening the economic relations of Latin American countries both among themselves and with other countries of the world. The Commission is also to make or sponsor the necessary investigations and studies of economic and technological problems within the area and to provide for the collection and distribution of the necessary economic, technological, and statistical information. It is to coordinate its activities with those of the other organs of the United Nations, the specialized agencies, and the appropriate organs of the Inter-American system, with a view to avoiding duplication.

Membership of the Commission is open to Members of the United Nations in North, Central, and South America, and in the Caribbean area; and to France, the Netherlands, and the United Kingdom. Provision is made for associate members and, as in the case of other regional commissions, for inviting any Member of the United Nations not a member of the Commission to participate in a consultative capacity in the consideration of any matter of particular concern to that non-member.

The geographical scope of the Commission's work includes the twenty Latin-American Members of the United Nations, participating territories in Central and South America which have frontiers adjoining any of these States, and participating territories in the Caribbean area.

Not later than 1951 the Economic and Social Council is to make a special review of the work of the Commission with a view to determining whether the Commission should be terminated or on what basis it should be continued.

The headquarters of the Commission is at Santiago, Chile.

### ***Proposal to Establish an Economic Commission for the Middle East***

The General Assembly in a resolution adopted on 31 October 1947 recognized that cooperative measures among all the countries of the Middle East could be of practical assistance in raising both the level of economic activity and the standard of life in the Middle East and in strengthening the economic relations of these countries both among themselves and with other countries of the world. It also decided that such measures could be helped by close cooperation with the organs of the United Nations and with regional organizations in the Middle East. The Assembly therefore invited the Economic and Social Council to study the factors bearing upon the establishment of an economic commission for the Middle East.



Accordingly, the Economic and Social Council on 8 March 1948 established an *ad hoc* Committee to consider the factors bearing upon the establishment of such a commission within the framework of the United Nations. The *ad hoc* Committee consists of China, Egypt, France, Iran, Iraq, Lebanon, Turkey, the USSR, the United Kingdom, the United States, and Venezuela.

At the same time, the Secretary-General was requested to give special and immediate aid to the Committee by initiating studies defining and analyzing the economic problems of the countries of the Middle East which threaten the stability and development of their economies.

The *ad hoc* Committee was requested to present to the Council, during its seventh session, a report with recommendations concerning the creation of an economic commission for the Middle East. The *ad hoc* Committee began its study of the question on 15 April 1948 at Lake Success, New York.

## WORLD SHORTAGE OF CEREALS

### ***General Assembly Resolution***

Prompt action to insure the maximum production of grain in the next season was urged by the General Assembly in a resolution of 14 February 1946 which called on all governments to publish full information on supplies and requirements of cereals and their plans for increasing supplies and production.

The Assembly requested international organizations concerned with food and agriculture to publish full information on the world food situation so as to assist governments in determining their agricultural policies.

The Director-General of the Food and Agriculture Organization of the United Nations, in a telegram to the Secretary-General, stated that FAO would accept the responsibility for mobilizing the world resources to meet the food crisis. As a first step, he proposed that a conference of representatives of international organizations concerned with the problem and representatives of countries producing basic foodstuffs be held to facilitate immediate action.

### ***Special Meeting on Urgent Food Problems***

In May 1946, a Special Meeting on Urgent Food Problems therefore was convened by the Food and Agriculture Organization, in Washington. It made several recommendations to governments on the conservation and expansion of scarce food supplies and on the short- and long-term international arrangements required. (See also Food and Agriculture Organization, p. 143.) These recommendations were transmitted by the Chairman of the Special Meeting to the Economic and Social Council. On 21 June the Council requested the Secretary-General to give all possible assistance to the Director-General of the FAO in these tasks, and to report to its next session.

### ***General Assembly Recommendations***

On 11 December 1946, the General Assembly of the United Nations adopted a resolution urging governments and international agencies concerned to adopt or continue measures designed to overcome the 1947

deficit in bread grains, rice, fats and oils, dairy products, meat, and sugar, and to achieve an equitable allocation and prompt distribution of the supplies available. In particular, it recommended that food-producing countries take practicable steps:

1. to increase the output and collection of foodstuffs to the maximum;
2. to prevent reduction and to encourage an increase of areas under grain cultivation;
3. to improve transportation facilities for cereals and other foodstuffs;
4. to increase exports to countries suffering from a shortage of foodstuffs;
5. to continue and to strengthen international efforts and machinery so as to use exportable food supplies with due consideration to the requirements of needy countries; and
6. to take measures against any unwarranted increase in the price of grain and other foodstuffs.

The resolution also recommended that countries manufacturing transportation equipment or agricultural implements and machinery, or which produce fertilizers, pesticides, seeds, and animal feeding stuffs, should expand their production and exports and facilitate the transportation of such supplies to countries in urgent need of them.

All countries, the Assembly further recommended, should regulate consumption as far as possible. Governments and international agencies should publish as full information as possible on supplies and requirements of foodstuffs and materials. The Assembly also called for continued attention to the need for measures to enable importing countries to deal with international payment difficulties.

### ***FAO Memorandum***

In a memorandum to the Economic and Social Council dated 16 January 1948, the Food and Agriculture Organization warned that the "world still faces a grave food crisis which is likely to continue in an acute form for at least two years. . . . Once the acute stage is past there are reasons to believe that for a number of years ahead the world may find itself in a sub-acute stage of food shortage." The FAO Memorandum called therefore for cooperation between all United Nations agencies in a sustained campaign to increase food production.

The Economic and Social Council, on 2 March 1948, recommended that Member States give serious consideration to the continuing world food shortage and take measures to contribute to the solution of this problem. The resolution invited the specialized agencies concerned, and the Regional Economic Commissions in consultation with the FAO, to study measures to increase food production by eliminating such supply shortages as those of oil, coal, steel, electricity, and chemicals which affect the production of fertilizers, agricultural machinery, and transport. The Council requested the FAO to report to its seventh session in July 1948 on steps taken and progress achieved and to recommend further specific action.

## **COORDINATION OF INTERNATIONAL COMMODITY ARRANGEMENTS**

In March 1947, the Economic and Social Council requested the Secretary-General to appoint an Interim Coordinating Committee for International



Commodity Arrangements. This request followed recommendations from the Preparatory Committee of the United Nations Conference on Trade and Employment and the FAO Preparatory Commission on World Food Proposals. The purpose of the Committee is to keep informed of and to facilitate by appropriate means intergovernmental consultation or action with respect to commodity problems. The three-member Committee is composed of two members representing the Interim Commission of the International Trade Organization, the Food and Agriculture Organization, respectively, and one member concerned in particular with non-agricultural primary commodities.

The first meetings of the Committee were held in Geneva in August and September of 1947. The Committee prepared a "Review of International Commodity Arrangements," so as to reduce to a minimum the duplication in the work of various international bodies concerned with commodity arrangements.

The review discusses the steps taken toward the establishment of the Interim Coordinating Committee for International Commodity Arrangements, gives the guiding principles in international commodity arrangements, lists the existing international commodity arrangements, defines the work of the Interim Coordinating Committee, and explains some of the measures that might be taken for the preparation of a calendar of international meetings relating directly or indirectly to commodities. International arrangements have been made to cover such commodities as the following: beef, coffee, cotton, petroleum, rice, rubber, sugar, tea, timber, tin, wheat, and wool.

As part of its work the Committee has commenced issuing calendars of "Intergovernmental Meetings Relating Directly or Indirectly to Commodities." It is hoped by the Committee that this information will tend to eliminate overlapping of meetings and will assist the scheduling of commodity meetings to minimize expense to participating governments.

In accordance with a resolution adopted on 11 September 1947 by the FAO Conference at Geneva, the Committee joined with that organization in arrangements for the intergovernmental meeting on rice which convened at Baguio, Philippines, on 1 March 1948.

## RELIEF NEEDS AFTER THE TERMINATION OF UNRRA

The Economic and Social Council, on 3 October 1946, endorsed a recommendation made by the UNRRA (United Nations Relief and Rehabilitation Administration) Council in August 1946 that the General Assembly should name some agency to review the needs in 1947 for financing urgent imports of the basic essentials of life—particularly food and supplies for agricultural production—after UNRRA's program ended. The agency should also recommend what additional financial assistance was necessary.

The Secretary-General was requested to collect and analyze the necessary information to be handed over to whatever agency was named by the General Assembly.

### *Recommendations of the General Assembly*

The General Assembly, recognizing the need for post-UNRRA relief, on 11 December 1946 established a special technical committee of ten

experts to study the minimum import requirements of the basic essentials of life in countries which required assistance, and to report on the financial assistance required.

The Assembly called on Members to assist in furnishing relief. It recommended that they inform the Secretary-General of their plans for assisting in meeting relief needs in 1947, and of the progress of their relief activities.

The Secretary-General was directed to make this information available to Members, to facilitate consultations among governments on their relief programs, to furnish technical assistance for the 1947 relief program if requested, and to consider means of collecting and using for relief needs contributions amounting to one day's earnings from all over the world. He was to report to the next session of the Economic and Social Council.

### ***Special Technical Committee on Post-UNRRA Relief***

On 23 January 1947, the Special Technical Committee on Post-UNRRA Relief Needs submitted to the Secretary-General its report, together with figures on minimum relief requirements for 1947 of countries which had been in receipt of UNRRA assistance.

The Secretary-General, in turn, submitted the report to Member Governments in accordance with the General Assembly resolution.

The Committee took into consideration the carry-overs of relief goods from UNRRA into 1947. Probable receipts from exports from each country were also estimated, together with resources which could be regarded as available from foreign loans and credits, shipping receipts, remittances, and other sources of foreign currency.

The Committee estimated the additional net financial assistance required for eight European countries to be as follows:

Austria	\$143,500,000
Czechoslovakia	nil
Finland	nil
Greece	84,300,000
Hungary	40,200,000
Italy	106,900,000
Poland	139,900,000
Yugoslavia	68,200,000
Total	<hr/> \$583,000,000

The Committee was not able to form a judgment as to whether China was able to finance all her minimum relief needs. The Chinese Government estimated that its essential relief needs, after deducting the UNRRA carry-over, would be \$295,000,000.

As requested in the General Assembly's resolution of 11 December 1946, the Secretary-General provided facilities for informal meetings of representatives of interested countries so that they could consult concerning their relief plans. Meetings were held in February, March, and May 1947 at which representatives of sixteen to twenty governments exchanged information on their activities and plans for providing assistance.



## ***Reports on Members' Plans***

On 23 May 1947, the Secretary-General, in accordance with the Assembly's instructions, sent a formal request to all Members for information concerning their plans for assisting in meeting relief needs in 1947 and the progress they had made. By 10 July 1947, replies had been received from seventeen Members, and informal statements had been made by representatives of others. The Governments of Australia, Canada, Denmark, Greece, New Zealand, United Kingdom, and United States formally reported plans for assisting in meeting relief needs.

Part of these plans concerned assistance to be given to the International Children's Emergency Fund (see page 92). Plans officially announced for assistance in meeting relief needs in 1947 (exclusive of contributions to the International Children's Emergency Fund) amounted to \$350,000,000–\$400,000,000, as against the \$583,000,000 estimated by the Special Technical Committee as the assistance required, exclusive of any assistance required by China.

Subsequently reports were received from fourteen other countries, of which the Governments of Norway, Sweden, Switzerland, Australia, and Czechoslovakia reported on their relief activities and plans.

## **WORLD ECONOMIC CONDITIONS AND TRENDS**

The Economic and Social Council, in March 1947, asked the Economic and Employment Commission to supply regular reports on world economic conditions and trends. The Council placed upon the Secretariat the responsibility of constantly watching world economic conditions and pointing out situations requiring immediate action by the United Nations.

The General Assembly, on 31 October 1947, adopted a resolution recommending that the Economic and Social Council consider a survey of current world economic conditions and trends annually, and at such other intervals as it considers necessary. It was stipulated that such consideration should include an analysis of the major dislocations of needs and supplies in the world economy. The resolution requested the Council to make recommendations as to the appropriate measures to be taken by the General Assembly, the Members of the United Nations, and the specialized agencies concerned. The Secretary-General was requested to assist the Council and its subsidiary organs by providing factual surveys and analyses of world economic conditions and trends.

A Secretariat report on "The Salient Features of the World Economic Situation 1945–47" was published in January 1948.

The report states that two years after the end of the war the world is producing less than it did a decade earlier for a population now 200 million greater. Shortages of food are the world's number one economic problem. While the economic potential of the United States increased enormously during the war, that of many other production centers has considerably diminished; this shift in the world's production facilities is at the root of the present dollar shortage. In the long run, the report states, this dollar shortage can be eliminated only by increased production outside the United States and the willingness of the United States to accept imports from other countries. Production increases depend on the breaking of bottlenecks in food, fuel, steel, and transport, and of these, the report



maintains, food is the most crucial bottleneck of all because it is strategic in its influence on the rising cost of living and therefore on the almost universal inflation.

The report goes on to state that some countries now consume 30 percent less food per capita than before the war while others consume as much as 15 percent more.

The lack of economic balance in the world is manifest not only in the shortages of supply but is also reflected in unprecedented deficits in the foreign transactions of most countries. The most striking increase in exports is that recorded by the United States. In 1938, United States exports represented 14 percent of the value of all goods entering into world trade; during the first half of 1947, they represented a third of world exports. United States imports, on the other hand, stood only a third above their volume in 1938.

The report suggests that where inflation cannot be checked by monetary and fiscal measures, direct control of investments and rationing of essential consumer goods may be necessary, even though such measures may prove difficult to institute for administrative and political reasons.

The Secretariat also prepared a Survey of Current Inflationary and Deflationary Tendencies. This Survey analyzes for selected countries the problems of deficiency or excess in effective demand leading to unemployment or inflation respectively. The countries have been so chosen as to illustrate the problems in question in all parts of the world. These countries are: (1) the United States, where the question of a possible recession or depression in the near future is examined; (2) the United Kingdom, France, Italy, Poland, and Yugoslavia, where the various patterns of inflationary pressure in devastated Europe are considered; (3) India and Latin America, where inflation in underdeveloped countries is discussed and its implications for the problems of development are examined.

After devoting a number of meetings to a discussion of the "Economic Report—Salient Features of the World Economic Situation 1945–47," the Economic and Social Council on 24 February 1946 adopted a resolution taking note of the "Economic Report" and recommending that the Secretary-General take into consideration, in the preparation of future reports, the views expressed by the members of the Council at its sixth session. The Council also decided that a detailed summary of the discussion on the "Economic Report" be circulated for consideration to Member Governments and the specialized agencies.

## FULL EMPLOYMENT

The Economic and Social Council, on 28 March 1947, requested the Economic and Employment Commission to consider and report to the Council as early as practicable regarding the most appropriate forms of international action to maintain world full employment and economic stability, taking full account of any views put forward by appropriate specialized agencies.

The United Nations Conference on Trade and Employment, on 4 February 1948, approved a resolution expressing the opinion that studies which have been initiated dealing with the achievement and maintenance of full and productive employment should be advanced as rapidly as possible. The resolution expressed the further opinion that attention should be given now



to methods of insuring that high levels of employment and economic activity should be maintained even when special factors of temporary duration, now prevailing in many countries, have ceased to operate.

In a resolution adopted on 3 March 1948, the Economic and Social Council endorsed these opinions of the Conference on Trade and Employment and requested the Economic and Employment Commission to expedite its studies on the most appropriate forms of international action to maintain world full employment and economic stability, taking into account the opinions expressed by the Conference on Trade and Employment. The Council at the same time requested the Secretary-General: (1) to arrange with Members of the United Nations and, where practicable, with non-members, for the submission of information concerning the action which they are now taking to achieve or maintain full employment and economic stability and concerning any publicly available plans to prevent a future decline; (2) to arrange with the appropriate specialized agencies for reports on plans which they have prepared and resources they will have available to assist their members to prevent a decline in employment and economic activity; and (3) to prepare as soon as practicable an analytical report based on the information received.

## ECONOMIC DEVELOPMENT

In March 1947, the Economic and Social Council asked the Economic and Employment Commission for early reports on international action designed to improve the use of the world resources of labor, materials, and capital.

The Council stated that in making suggestions for technical or other assistance to aid any country in its economic development, the Economic and Employment Commission should be guided by the principle that this assistance should not be used for exploitation or for obtaining political and other advantages for the countries giving the assistance.

A report was prepared by the Secretariat on "Economic Development in Selected Countries." This report was published in October 1947. It is the first of a group of studies now being prepared by the Department of Economic Affairs of the United Nations Secretariat on problems affecting the economies of the less developed countries. The report deals with the chief characteristics of the complex and changing organizations devised by Governments to cope with the problems arising from their needs for economic development.

Diversification of production, industrialization, improvement of transport facilities, raising the living standards of the population, and the creation of a favorable "climate" in which economic development can take place are among the main objectives pursued by the various countries reviewed in this volume.

In Latin America the main characteristics of development policy in Argentina, Bolivia, Brazil, Chile, Mexico, Peru, and Venezuela are presented.

For the Middle East area there is a general presentation of the problems which most of the countries of that region face and the ways and means devised by them to provide a temporary or a permanent solution. Among those problems are railroad and highway construction, land and irrigation,

power development, establishment of manufacturing industries, and training.

Economic development policies and plans in India are discussed. A full account is given of the Polish National Development Plan and of the Yugoslav Five Year Development Plan. The final section of the book is devoted to the description of economic development plans of various African countries and territories. (See also "Regional Economic Commissions," page 68.)

## CONSERVATION AND UTILIZATION OF RESOURCES

The Economic and Social Council decided in March 1947 to call a United Nations Scientific Conference on the Conservation and Utilization of Resources for the exchange of ideas and experience in their fields among engineers, resource technicians, economists, and other experts.

The Conference, the Council decided, is to be scientific rather than policy-making. It will have no power to bind governments and it will not formulate recommendations to them. Nor will it attempt to reach international agreements on policies. The Conference is to be primarily concerned with the practical application of science to the management and use of resources.

The Council asked the Secretary-General to make the necessary plans for the Conference, with the assistance, if he wished, of a preparatory committee of experts. The Secretary-General accordingly established an advisory committee of representatives of interested specialized agencies and of individual experts to assist him in preparing a provision Conference program. The provisional program was circulated to governments for their comments in March 1948. It provides that half the time of the Conference will be devoted to general sessions on topics such as resource requirements for industrialization, the contribution of improved agriculture to living standards, planning of the development of regional resources for multiple use, and sources and methods for mobilizing capital and manpower for resource development. The other half of the Conference's time is to be devoted to a series of special sessions, meeting concurrently, each bringing together the experts in particular fields, such as minerals, fuels, power, soils, crops, livestock, forests, fish, and wildlife.

It is proposed to convene the Conference in May 1949.

## FISCAL QUESTIONS

At its fifth session, held in July and August 1947, the Economic and Social Council asked the Secretary-General to undertake a number of tasks, within the limits of available financial resources, to give effect to proposals made to the Council by its Fiscal Commission.

The Secretary-General was asked to build up a fiscal information service; to make available on request technical advice, information, and assistance on fiscal matters to the organs of the United Nations, the specialized agencies, and Member Governments; and to request Members to transmit copies of publications issued by them relating to budgets, Government revenue and expenditure, public debt and taxation problems, and information on the most significant facts and trends relative to public finance in the course of each year.



The Council asked the Secretary-General to arrange for the compilation and publication of a *Public Finance Survey, 1937-1947*, in continuation of the series "Public Finance" published by the League of Nations, and the publication of the volume *Public Debt, 1914-1947*, commenced by the League, and to review and revise the work accomplished by the League of Nations on international tax problems.

The Secretary-General was further requested, among other tasks, to publish the texts of treaties for the prevention of double taxation and for mutual assistance in the collection of taxes and exchange of information, to compile information on the administrative practices of Members in these matters, and to collect information on tax systems, in particular systems which provide for different taxation of nationals and foreigners or on international transactions, travel, or communications. He was also asked to collect from Members their comments on the model bilateral tax conventions prepared at the Regional Tax Conference held in Mexico City in 1943 and at the final session of the League of Nations Fiscal Committee in London in 1946.

## STATISTICAL QUESTIONS

### *World Statistical Congress*

In October 1946, the Economic and Social Council asked the Secretary-General, in consultation with the Statistical Commission, to see how far it was practicable to coordinate the arrangements for the international meetings on statistical matters scheduled to be held in the United States during the latter part of 1947 so as to constitute a World Statistical Congress in September 1947, under the aegis of the Council.

Following the recommendation of the Statistical Commission, the Council in March 1947 convened a World Statistical Congress, which met in Washington, D.C., in September 1947. The Congress considered such matters as the statistical activities of the United Nations and the specialized agencies, recent developments in statistical activities of national governments, the development of international population statistics, and the comparability of national income statistics.

### *Coordination of Activities in the Statistical Field*

The Economic and Social Council in March 1947 requested the Secretary-General to make periodic reports on the progress made in developing effective statistical cooperation between the United Nations and the specialized agencies. It also requested him, in developing relationships with non-governmental organizations interested in statistics, to bear in mind that it was desirable to avoid duplication in statistical programs and activities between these organizations and the United Nations.

In this connection, preparations for the Statistical and Demographic Yearbooks, to be issued by the United Nations, have been coordinated with those of other statistical yearbooks being published or planned in the fields of agriculture, labor, health, aviation, education, etc. Drafts of all statistical questionnaires prepared by the United Nations and each of the specialized agencies are circulated among all the agencies for comments before being sent to governments. A Consultative Committee on Statistical Matters has been established for the coordination of activities.

At its second session in August–September 1947 the Statistical Commission decided that to maintain an effective international statistical system for the United Nations, the Statistical Office of the Secretariat must be a strong central unit. It should be continuously responsible for meeting the statistical needs of the various organs of the United Nations and for coordinating the statistical work of the United Nations and the specialized agencies. Standard definitions and classifications must be employed and developed and their use by all governments and intergovernmental agencies obtained.

### ***Statistical Classification***

The Statistical Commission, as authorized by the Economic and Social Council in March 1947, selected five experts to work, beginning in March 1948, with its Committee on Statistical Classification in making proposals to the Commission on the development of an international standard industrial classification.

A preliminary draft of an international standard industrial classification was approved at the second session of the Commission and circulated in November 1947 to Members of the United Nations and specialized agencies for their comments and suggestions. The expert consultants studied the replies received. A revised draft has been prepared on the basis of these suggestions. The purpose of this project is to provide a guide for the preparation by each country of national statistics comparable to those prepared in other countries. Such a project was first recommended by the Committee of Statistical Experts of the League of Nations.

### ***Transfer of League of Nations Functions***

In order to provide for the transfer of all the functions of the League's Committee of Statistical Experts under the 1928 International Convention Relating to Economic Statistics, the Economic and Social Council in March 1948 submitted a draft protocol amending the Convention for adoption by the third session of the General Assembly.

### ***Technical Publications***

The Economic and Social Council in March 1947 authorized the publication of three technical papers on Measurement of National Income and the Construction of Social Accounts, on Banking Statistics, and on Balance of Payments Statistics, formerly prepared by the League of Nations Committee of Statistical Experts. The first issues of these papers are now being prepared.

A Monthly Bulletin of Statistics, formerly published by the League, has been published by the Statistical Office of the United Nations since August 1946.

## **TRANSPORT AND COMMUNICATIONS**

The Economic and Social Council, on the basis of the report of the Temporary Transport and Communications Commission which it had established in February 1946, considered at its second session, May–June 1946, what intergovernmental organizations should operate in five fields of transport and communications. These fields were: aviation, telecommunications, postal, shipping, and inland transport.



The Council later decided that in the fields of aviation, postal, and telecommunications, the intergovernmental agencies already established in these fields should be brought into relationship with the United Nations. Agreements were subsequently approved between the United Nations and the International Civil Aviation Organization (see pages 154–157), the Universal Postal Union (see pages 164–166), and the International Telecommunication Union (see pages 166–169).

In the field of shipping, the Council in June 1946 decided that the Transport and Communications Commission, which it established on a permanent basis at this session, should examine fully the question of establishing a world-wide intergovernmental shipping organization to deal with technical matters. After considering the report of the Commission, the Council in March 1947 resolved to convene an international shipping conference to consider the establishment of an intergovernmental agency in the field of shipping. The United Nations Maritime Conference, meeting in Geneva from 19 February to 6 March 1948, agreed on the establishment of the Intergovernmental Maritime Consultative Organization (see pages 185–186).

As far as inland transport was concerned the Council recognized that many of the problems in the field of inland transport were essentially regional in character and should be dealt with on a regional basis (see Regional Economic Commissions).

### *Safety of Life at Sea and in the Air*

The Economic and Social Council, at its second session in May–June 1946, asked the Transport and Communications Commission to examine the machinery needed to coordinate activities in aviation, shipping, and telecommunications with respect to safety at sea and in the air.

The Transport and Communications Commission recommended in February 1947 that representatives of four intergovernmental organizations concerned should be invited to attend the Conference on Safety of Life at Sea to be convened by the United Kingdom under the International Convention for the Safety of Life at Sea of 1929. Since aircraft were not making long over-water flights in 1929, this Convention was concerned only with the safety of surface vessels and makes no mention of the safety of aircraft. The Conference was therefore to be convened to consider revisions of the Convention. The Commission suggested that the representatives of the intergovernmental organizations should participate in order to consider the coordination of their air-sea rescue activities.

In March 1947, the Council noted that the United Kingdom was prepared to issue the suggested invitations and, as suggested by the Transport and Communications Commission, to convene a preparatory committee of experts to prepare a report on existing measures for the coordination of activities in the fields of aviation, shipping, and telecommunications. The following organizations were accordingly invited to designate experts to the Conference and to the preparatory committee: the International Civil Aviation Organization, the International Telecommunication Union, the International Meteorological Organization, and the Provisional Maritime Consultative Council.

The Council also asked the Secretary-General to continue the study of the problem of safety of life at sea and to keep the Transport and Com-

munications Commission informed of the work of the preparatory committee and of the Conference.

The preparatory committee of experts on aviation, shipping, telecommunications, and meteorology met in January 1948 and its report, together with studies on the subject made by the United Nations Secretariat, was reviewed by the Transport and Communications Commission which met from 12 to 20 April 1948. The Commission emphasized the importance of continuing and strengthening cooperative action in regard to safety at sea and in the air and asked the Secretary-General to report on any activities undertaken by the specialized agencies on the basis of the report of the preparatory committee of experts. The Commission also instructed the Secretary-General to report to its next session on the action taken by the Conference on Safety of Life at Sea.

The Conference convened in London on 23 April 1948.

### ***Passport and Frontier Formalities***

In June 1946, the Economic and Social Council agreed that a commission of experts should prepare the ground for a world conference on passport and frontier formalities.

The Meeting of Experts to Prepare for a World Conference on Passports and Frontier Formalities met in Geneva in April 1947. Representatives from thirty-one countries and observers from six others as well as from international organizations attended the meeting. The Meeting of Experts made recommendations to the Council for improving passport formalities by such means as the issuance of "international-type" passports, standardization of fees, etc. It recommended the abolition of exit visas, the reduction or abolition of fees, and made suggestions for simplifying the visa procedure. It also made recommendations for simplifying and easing frontier formalities in such matters as customs inspection of luggage, facilities for exchanging money, and public health inspection.

The Economic and Social Council at its fifth session, July–August 1947, noted the report of the Meeting of Experts and the views of a number of governments concerning the recommendations in the report. It asked the Secretary-General to make a comparative analysis of the practices of Member Governments and the recommendations of the Meeting of Experts, and of the extent to which Members were willing to change their present practices to conform with these recommendations. It asked that this analysis be considered by the Transport and Communications Commission and that the Commission should suggest to the Council such further steps as it thought appropriate to implement the recommendations of the Meeting of Experts.

The Commission, meeting in Geneva in April 1948, adopted a resolution encouraging Member Governments to reduce, simplify, and unify these formalities, and requested the Secretary-General to report to its next session on steps taken by governments, particularly through bilateral and multilateral agreements. It decided, however, that a world conference to simplify passport and frontier formalities would not be necessary in the near future.

### **POPULATION QUESTIONS**

The Economic and Social Council, on 3 October 1946, established a Population Commission to advise it on population questions.



## ***Demographic Yearbook***

On the basis of recommendations of the Population and Statistical Commissions, the Council in March 1947 asked the Secretary-General to publish a Demographic Yearbook, the first issue to be published if possible in 1948. The Yearbook, according to plans outlined by the Statistical and Population Commissions, is to include population data for each country as well as for the world and its major divisions, data on labor force, international migration, births, deaths, diseases, marriages, and divorce. Publication of the first issue is expected late in 1948.

## ***International Census Plans***

The Council, at its fourth session in February–March 1947, welcomed the steps being taken to conduct cooperatively population censuses of American nations and agricultural censuses of all nations. It recommended that Member States which were proposing to take censuses in or around 1950 should use comparable statistics as far as possible, and requested the Secretary-General to offer them advice and assistance.

The Council further recommended that Member States taking part in these censuses furnish the Secretary-General with copies of schedules and basic documents of the censuses for redistribution to all Members of the United Nations.

In August 1947, the Population Commission welcomed the progress of the Committee on the Census of the Americas, as well as of FAO and Member Governments on the proposed World Census of Agriculture. Through the Secretary-General, the Commission asked Members to give consideration to a list of topics for which it thought comparable information should be obtained. It urged those Members who could not take complete censuses in or about 1950 to consider applying scientific sampling procedures to obtain the required basic population data for all or segments of the populations concerned.

## ***Population Studies in Trust Territories***

The Secretary-General was also requested by the Economic and Social Council in March 1947 to make demographic studies and issue reports on each Trust Territory, covering such subjects as population growth, birth and mortality rates, distribution of population, and migration.

The Population Commission, at its second session in August 1947, welcomed the progress made in this connection. A population study of Western Samoa was published early in 1948 and a study of the population of another Trust Territory is to be completed in the near future; work on the remaining territories will be carried out by the Secretariat at a later date.

## ***Other Demographic Problems***

The Council in March 1947 noted the report of the Population Commission concerning the necessity of studying the interrelationships between economic, social, and population factors. It therefore requested the Secretary-General to draw up a plan of study for those countries requesting assistance in studying such subjects as:

- size and growth of population;
- population distribution and density in various parts of the country;
- social conditions;

degree of industrial development;  
character and conditions of land use;  
social and occupational composition of the population;  
distribution of the people according to their educational level.

This study will be undertaken by the Secretariat after the completion of more urgent projects, such as the Demographic Yearbook.

Among the other tasks recommended by the Council to the Secretariat are studies on the standardization of demographic technical terms in various languages, and the means of supplying population statistics needed by the United Nations and the various specialized agencies.

## MIGRATION PROBLEMS

To avoid duplication between the work of different organs of the United Nations and the specialized agencies, the Economic and Social Council, in March 1947, invited the Population and Social Commissions, after appropriate consultations, to report to the Council on a practical plan for allocating functions among the various organs concerned in the field of migration. Recommendations from these Commissions were to be considered by the Council at its next session, opening in July 1948 in Geneva.

A working arrangement has been arrived at between the United Nations Secretariat and the International Labor Office which allocates their respective responsibilities in matters of migration. This arrangement has already provided a basis for the coordination of these responsibilities.

### *Protection of the Rights of Migrant Workers*

At the request of the American Federation of Labor, the Economic and Social Council in August 1947 considered the question of the protection of migrant and immigrant labor. As the International Labor Organization was considering the revision of its existing conventions and recommendations on migration, the Council requested the ILO to continue its consideration of the problem and to inform the Council as soon as possible of the progress made. The matter will be discussed at the thirty-second session of the International Labor Conference to be held in 1949.

### *Assistance to Indigent Foreigners*

At the request of the Economic and Social Council, the Secretary-General prepared a questionnaire on the administrative practices of Member Governments with respect to assistance to indigent foreigners, and transmitted it to the Governments on 9 October 1947.

He is to report to the Social Commission on the extent to which the Model Convention on this subject, approved by the League of Nations Council in 1938, corresponds to the needs of the present situation, and on any changes which should be made.

## REFUGEES AND DISPLACED PERSONS

The Preparatory Commission of the United Nations suggested that the General Assembly examine as an urgent matter the existing international machinery for dealing with the problem of refugees and displaced persons.

The General Assembly, on 12 February 1946, referred the problem to the Economic and Social Council for prompt and thorough examination. It



recommended that the Council establish a special committee to consider the question.

### ***Principles Endorsed by the Assembly***

The Assembly outlined certain principles which it recommended that the Council take into consideration in studying the question. These were that:

1. the problem was international in scope and nature;
2. no genuine displaced person or refugee who, after receiving full information, expressed valid reasons against being repatriated, should be compelled to go back home. He should become the concern of whatever international organization was created, unless the country he was living in undertook his maintenance and protection;
3. the main task concerning displaced persons was to encourage and assist them to return home.

The Assembly considered that action should not be taken to interfere with the surrender and punishment of war criminals, quislings, and traitors; and stated that the resolution did not apply to Germans being transferred to Germany.

The Economic and Social Council considered the question at its first session and on 16 February 1946 set up a Special Committee to make recommendations.

### ***Special Committee***

The Committee, which met in London from 8 April to 1 June 1946, recommended to the Council's second session that a new non-permanent body should be created to deal with the problem of refugees and displaced persons, and submitted a draft constitution for an International Refugee Organization. The Committee reported on the scope and nature of the problem and defined the terms "refugee" and "displaced person." It also reported on the numbers of refugees and displaced persons in various countries that would be the concern of the new organization and on the numbers that should be resettled during the first year.

The establishment of the International Refugee Organization was considered further at the second and third sessions of the Economic and Social Council, and the constitution of the IRO in an amended form was finally approved by the General Assembly on 15 December 1946. At the same time the General Assembly urged each Member of the United Nations to receive into its territory at the earliest possible time a fair share of the non-repatriable refugees and displaced persons. (See International Refugee Organization, page 175.)

### ***Views on the Refugee Question***

Certain differences of opinion characterized the discussions on the establishment of a refugee organization. These centered on the degree to which the problem could be solved by repatriation.

The majority held that, taking full account of the possibilities of repatriation, there would still remain numbers of displaced persons who, for valid reasons, did not wish to return home.

The minority, on the other hand, believed that if there were no hostile propaganda against the countries of origin, if those impeding repatriation

such as war criminals, quislings, and traitors were segregated, and if full information were given to the displaced persons by representatives of their countries of origin, very few would remain who did not wish to return home, and an international organization to look after them would be unnecessary.

### ***General Assembly's Recommendations***

At its second session, in November 1947, the General Assembly reaffirmed its position that the main task concerning displaced persons was to encourage and assist them to return to their countries of origin. It invited Members not to give aid and protection to individuals or organizations engaged in promoting or operating illegal immigration. It recommended that each Member of the United Nations should adopt urgent measures for the early return of repatriable refugees and displaced persons to their countries of origin and, as recommended in December 1946, for settling a fair share of the non-repatriable refugees and displaced persons in its country.

The Secretary-General was to submit in collaboration with the Director-General of the International Refugee Organization or the Executive Secretary of its Preparatory Commission a report to the Economic and Social Council in July 1948 on the progress and prospect of repatriation, resettlement, and immigration of the refugees and displaced persons.

### **WELFARE ACTIVITIES TAKEN OVER FROM UNRRA**

At its third session, in October 1946, the Economic and Social Council took note of a resolution adopted at the fifth UNRRA Council session in August 1946. The resolution emphasized the desirability of transferring to the United Nations the social welfare functions performed by UNRRA. These fell into five broad categories: child welfare, training of social welfare personnel, restoration of social welfare organizations and institutions, rehabilitation of the physically handicapped, and coordination of the activities of voluntary agencies.

The Economic and Social Council, on 1 October 1946, requested the Secretary-General and its Social Commission to make recommendations on the question.

The Secretary-General, as requested by the Council, arranged for joint consultations between representatives of UNRRA and the United Nations Secretariat. Information available at UNRRA Headquarters was examined by a United Nations-UNRRA Joint Committee with a view to determining the extent and cost of the UNRRA functions which the United Nations should continue.

The Secretary-General, in his report, suggested that he be authorized to use his discretion in implementing whatever program was finally decided upon, it being understood that aid would be granted if desired and needed by the recipient country and was to be for a purpose which could not be achieved by the personnel and resources of the recipient country itself.

### ***Functions To Be Assumed by the United Nations***

The General Assembly, on 14 December 1946, authorized the Secretary-General in consultation with the Economic and Social Council to provide, with the cooperation of the specialized agencies, for continuing the urgent



and important advisory functions in the field of social welfare carried on by UNRRA. He was authorized to include in the budget of the United Nations for 1947 the funds necessary for:

1. enough welfare experts to provide at the request of governments advisory services and put into practice new technical methods in social welfare;
2. enabling qualified social welfare officials to observe the experience of other countries administering social welfare programs;
3. providing advice, demonstration, and instruction in connection with the manufacture of prosthetic appliances and the vocational training of physically handicapped persons; and
4. furnishing to Member countries devastated during the war, technical publications helpful in the training of social welfare workers.

The Secretary-General was to furnish experts in agreement with the Governments concerned. He was to decide on the amount of service to be furnished to various Governments, and this was to be reviewed by the Social Commission at its first session. The Assembly also requested the Secretary-General to report to the Social Commission on measures he had taken and requested the Commission to make recommendations concerning what continued action was required.

### ***Program Recommended by Social Commission***

At its first session in early 1947, the Social Commission gave priority to an emergency program in the training of social service personnel which included the following steps:

1. consultation with governments on developing training programs;
2. the provision of fellowships to give experienced staff an opportunity to observe new methods in other countries; and
3. distribution of technical literature.

The Social Commission also made certain suggestions concerning a long-range program.

The Council, in March 1947, requested the Secretary-General, in co-operation with the specialized agencies concerned, to deal with urgent work connected with social services such as the assumption of the advisory functions performed in this field by UNRRA. As far as a long-term program was concerned it asked the Secretary-General to arrange for a study of:

1. methods of social welfare administration in different countries;
2. methods of providing experts, advice, and information to countries on request to help them organize the administration of their social services; and
3. the possible development of a long-term welfare training program of assistance to governments.

The Council asked the Secretary-General, in considering applications for social welfare services by countries formerly helped by UNRRA, to make no distinction among those countries other than that of their need for such services.

The following activities have been undertaken by the United Nations:

### ***Furnishing of Experts to Governments***

The Secretary-General provides consultants who are specialists in various fields of social welfare to advise Governments in accordance with their

requests on specific programs involving planning, policy-making, or operations.

During 1947, ten Governments requested the services of experts to furnish advisory services in such fields as: general welfare administration, training in social welfare, public assistance, community organization, social rehabilitation of physically handicapped persons, administration of institutions, mass feeding, social service to invalids and convalescents. The United Nations was able to furnish twenty-four social welfare consultants to meet such requests.

### ***Fellowship Program***

The purpose of the Fellowship Program is to allow opportunity to Governments to send experts abroad to gain knowledge in the field of social welfare that will be helpful to the home country. Under this program, the United Nations sends Fellows, for a period not to exceed six months, to observe methods of social welfare administration in designated countries.

In the 1947 program, 124 Fellowships were awarded to twelve countries, and the Fellows proceeded to ten different countries to study various aspects of social welfare.

### ***Demonstration Equipment and Supplies for Training Purposes***

The Secretary-General considers requests from Governments for:

1. demonstration equipment, material, and supplies for use in programs for the social rehabilitation of physically disabled persons, such as the blind, the deaf, and the crippled or maimed;
2. assistance in obtaining films in various fields of social welfare for use in training programs;
3. technical publications, including books, pamphlets, and periodicals in the fields of social welfare and the social rehabilitation of physically disabled persons (for Member countries which have been devastated during the war); and
4. international bibliographies of publications in social welfare.

During 1947, demonstration equipment for the social rehabilitation of physically disabled persons was provided to eight countries. A training film on rehabilitation of physically disabled children was produced by the United Nations, and two films for training child welfare workers were produced in India for use there.

Six Governments of Member States, in the group of war-devastated countries, requested technical literature in various aspects of social welfare.

### ***Regional Seminars***

The purpose of regional seminars is to provide opportunity for qualified technicians responsible for making policy, planning programs, and directing operations in the various fields of social welfare, to discuss with experts from different countries the newest technical developments in these fields. Seminars are organized on a regional basis and last for a period of three or four weeks. A country within the region where a seminar is to be held may request that its social welfare workers participate in that seminar.

Under this program in 1947, two seminars on social welfare were conducted in Latin America. On the invitation of the Governments of Colombia and Uruguay, the seminars were held in Medellin and in Monte-



video, with all twenty Latin-American countries participating. An international staff directed study groups in which welfare problems of common interest to the Latin-American countries were discussed.

It is proposed that four regional seminars be planned for 1948 in the following regions: Eastern Europe, Far East, Latin America, and the Middle East.

The Economic and Social Council, on 4 March 1948, asked the Social Commission "to submit to the Council at its seventh session a recommendation as to whether the advisory social welfare services should be continued in 1949; and if so, to submit further recommendations regarding the extent, administration, and methods of financing of these services, together with supporting facts."

## INTERNATIONAL CHILDREN'S EMERGENCY FUND

The proposal for the creation of an International Children's Emergency Fund came from UNRRA in a resolution passed by its Council in August 1946. This was recommended to the General Assembly by the Economic and Social Council at its third session (September-October 1946).

Approving the proposal the General Assembly created the International Children's Emergency Fund (UNICEF) on 11 December 1946. The Fund is for the benefit of children and adolescents of countries which were the victims of aggression or were receiving assistance from UNRRA and for child health purposes generally. The scope of the Fund was extended by the Economic and Social Council to benefit expectant and nursing mothers also.

The Fund consists of any assets made available by UNRRA or any voluntary contributions made available by governments, voluntary agencies, individuals, or other sources. In agreement with governments concerned, the Fund takes measures to insure the proper utilization and distribution of supplies or other assistance which it provides. It also cooperates with voluntary agencies in the field.

It is administered by an Executive Director under policies established by an Executive Board in accordance with principles laid down by the Economic and Social Council and its Social Commission. The Executive Board makes periodic reports to the Economic and Social Council.

The Council has directed that the Fund should give priorities to:

1. supplementing the essential food and other supplies needed to alleviate malnutrition and disease in children and to safeguard the health of expectant and nursing mothers;
2. encouraging the reestablishment of children's institutions and services destroyed by the war, and aiding this reestablishment by supplying essential clothing and shoes, cod liver oil or substitutes, and medical supplies; and
3. enlisting the cooperation of the United Nations and the World Health Organization in giving assistance for fellowships for the training of health and welfare personnel for children's work.

Governments requesting assistance under the Fund are required to submit proposals giving information required by the Executive Board as to their needs and the methods by which relief programs will be carried out. These proposals must show how the following requirements will be met:

1. provision for proper and efficient administration of the program;
2. utilization, as far as possible, of existing official and voluntary agencies;
3. assurance that supplies and services under the program will be equitably disposed or distributed on the basis of need without discrimination on the grounds of race, creed, national status, or political belief; and
4. provision for reports which the Executive Board may require.

The Fund does not engage in any activity in any country except in consultation with, and with the consent of, the government concerned.

The Fund began shipping food to children in Europe in the early autumn of 1947.

The General Assembly, on 21 November 1947, expressed its satisfaction with the concrete work already accomplished by UNICEF and drew the attention of Members to the need for supplying it with funds.

In February 1948, the Economic and Social Council drew the attention of governments to the fact that with its resources the Fund was able to satisfy only a small portion of the urgent needs for which it was created and, further, that it did not have sufficient resources to maintain even this limited program for a full year. The Council, therefore, asked Governments to examine the possibility of contributing to the Fund's resources in the near future.

At the end of April 1948, the contributions and pledges of UNICEF amounted to approximately \$57,300,000. During the previous winter and spring UNICEF had already begun providing supplementary food to children in Albania, Austria, Bulgaria, Czechoslovakia, Finland, France, Greece, Hungary, Italy, Poland, Roumania, and Yugoslavia. In all, at the end of April, food was being provided to some 4,100,000 children and nursing and expectant mothers. The Governments of these countries themselves provide supplementary food at least equal in caloric value to that contributed by UNICEF. An allocation of \$5,850,000 had been made for providing food for children and mothers in China, and a plan of operations for utilizing the first one million dollars of this allocation had been approved.

In addition allocations had been made for providing raw material for clothing and shoes in Europe and in China, and four million dollars had been set aside for a mass BCG vaccination campaign, in an attempt to halt the widespread tuberculosis among children.

Initial steps had been taken to inquire into the needs and prepare programs for the use of the \$3,500,000 provisionally allocated for Far Eastern countries other than China.

## UNITED NATIONS APPEAL FOR CHILDREN (UNAC)

In examining the need for relief after the end of UNRRA's activities, the General Assembly, in December 1946, asked the Secretary-General to consider means of collecting and using for relief needs voluntary contributions amounting to one day's earning from all over the world. (See "Relief Needs After the Termination of UNRRA.") He was to report to the Economic and Social Council. In March 1947, the Council approved the proposal for a special world-wide appeal for non-governmental voluntary contributions. The contributions were to be used to meet emergency relief



needs of children, adolescents, and expectant and nursing mothers. They were to take the form of a "One Day's Pay" collection or some alternative form of collection better adapted to each particular country. The Secretary-General was authorized to fix a date most suitable for the appeal.

The Appeal, the Council decided in August 1947, was to be organized through national committees. It was to be universal and non-governmental in character and was to be synchronized as far as possible. Agreements were to be made with governments and national committees on the purchase of supplies and the disposal of proceeds of the Appeal. It was agreed that in principle the major part of the amounts raised was to go to the International Children's Emergency Fund or be distributed in agreement with the Fund. Countries which felt that their own needs were too great to allow them to contribute to the needs of others were to be encouraged to join in the Appeal by raising funds which, to the extent agreed upon with the Secretary-General, could be used for the benefit of their own children. In addition to the committee elected by the Council, the Secretary-General was to have the assistance, in coordinating national appeals, of an international advisory committee composed of representatives of international organizations and of national committees.

The General Assembly associated itself with the Appeal, and recommended the people of all countries to cooperate towards its success.

By 11 May 1948, formally constituted UNAC National Committees existed in the following forty-two countries: Afghanistan, Australia, Austria, Belgium, Bolivia, Bulgaria, Canada, Chile, China, Cuba, Czechoslovakia, Dominican Republic, Ecuador, Ethiopia, Finland, France, Greece, Guatemala, Honduras, Hungary, Iceland, India, Iran, Italy, Liechtenstein, Luxembourg, Mexico, Netherlands, New Zealand, Nicaragua, Norway, Pakistan, Panama, Peru, Philippines, San Marino, Sweden, Switzerland, Turkey, United Kingdom, United States, and Venezuela.

Plans for participation in the Appeal were well advanced in five other countries: Brazil, Denmark, Poland, South Africa, and Uruguay.

National campaigns had been completed in six countries, with the following results: Norway—10,221,764 kroner (equivalent U.S. \$2,061,000); Ecuador—400,000 sucres (U.S. \$27,000); Greece—700,000,000 drachmas (U.S. \$140,000); Honduras—23,400 lempiras (\$11,428); Iceland—3,000,000 kroner (\$538,000); San Marino—523,530 lire (\$1,100).

It was expected that ten other national committees would have concluded their campaigns before the end of May, and a further twenty-two before the end of June.

## CHILD WELFARE

In 1937, the League of Nations, in a general survey of the questions covering all aspects of child welfare, had outlined a plan of work in this field. The Social Commission of the United Nations Economic and Social Council, in September 1947, requested the Secretary-General to carry out this program of action, with some changes, in cooperation with the appropriate specialized agencies and non-governmental organizations. The Commission asked that priority be given to the organization and administration of child welfare services in various countries; the preparation of documentation on the Declaration of the Rights of the Child (Geneva 1924), indicating changes required for its adoption as the United Nations Charter of



the Rights of the Child; and the formulation of principles underlying the treatment of family and child problems.

The Economic and Social Council, on 1 March 1948, approved the action of its Social Commission and further asked the Secretary-General to consider combining the Legislative Series on Child Welfare published by the League with the summary of annual reports of governments in a single annual report comprising all developments in child welfare within member countries. The Secretary-General was also requested to report to the seventh session of the Council on the situation of children left in foreign countries as a result of the war and to suggest measures necessary for the final solution of the problem.

## TRAFFIC IN WOMEN AND CHILDREN

In June 1946, the Economic and Social Council instructed the Social Commission to consider the best way of carrying on the work of the League of Nations to prevent traffic in women and children. The Secretary-General was asked to find out from governments and from national and international agencies the position on the reports on this subject previously sent to the League.

The Economic and Social Council at its fourth session, in March 1947, requested the Secretary-General to take any action necessary to transfer to the United Nations the functions formerly exercised by the League of Nations under the Conventions of 30 September 1921 and 11 October 1933 relating to the suppression of traffic in women and children and the Convention of 12 September 1923 relating to the suppression of the circulation of land traffic in obscene publications.

Protocols to effect this transfer were drafted by the Secretary-General and were adopted, with certain amendments, by the Economic and Social Council in August 1947 and finally approved by the General Assembly on 20 October 1947. As of 4 May 1948, the protocols amending the conventions for the suppression of traffic in women and the convention for the suppression of the circulation and traffic in obscene publications had been signed, respectively, by twenty-three and twenty-two Members of the United Nations.

The Council requested the Secretary-General to report on the possibility of an Eastern Bureau being established to take appropriate measures for the suppression of traffic in women and children in the East, and to inquire into the need for the establishment of other regional bureaus.

The Secretary-General was instructed to resume the study of the 1937 draft League Convention on the exploitation of the prostitution of others.

Amendments to the 1937 draft Convention were suggested by the Secretariat with the advice of a small group of voluntary experts, and in September 1947 were forwarded for comment to Member Governments as requested by the Council. A number of governments and non-governmental organizations have presented their observations on the suggested revision to the Convention. The suggestions and observations are being considered by the Social Commission which will report on the subject to the next session of the Economic and Social Council.

The Economic and Social Council at its fifth session, on 14 August 1947, suggested that various international agreements and conventions for the suppression of traffic in women and children should be unified and asked



the Secretary-General and the Social Commission to consider the question of such unification.

At the suggestion of the French representative the Economic and Social Council at its fifth session considered the question of the possible transfer to the United Nations of functions conferred on the French Government under international agreements of 1904 and 1910 for the suppression of the white slave traffic and an international agreement of 1910 for the suppression of obscene publications. The Council requested the Secretary-General to report to the Social Commission on the question and asked the Social Commission to recommend whether such a transfer was desirable and, if so, how it should be effected.

## SOCIAL PROBLEMS IN UNDERDEVELOPED AREAS

At its session in August–September 1947, the Social Commission noted the urgent need for solving social and related problems in underdeveloped and economically underprivileged areas and territories. At the Commission's request, the Economic and Social Council, on 1 March 1948, therefore asked the Secretary-General in conjunction with the specialized agencies to make immediate studies and to collect and disseminate information and reports on social welfare administration, social services related to rural welfare, training of social welfare personnel, and child welfare, including the prevention and treatment of juvenile delinquency in underdeveloped areas and territories. Where Trust Territories are concerned the Secretary-General was asked to consult with the Trusteeship Council. The Trusteeship Council and the Economic and Social Council are to make recommendations to the General Assembly, Members of the United Nations, and to the specialized agencies with a view to improving the social conditions in underdeveloped areas.

The Social Commission in April 1948 requested the Secretary-General to report to its next session on a comprehensive program designed to raise standards of living generally, but particularly in underdeveloped areas and territories. Since other organs of the United Nations would be concerned with various aspects of such a program, the Secretary-General was also asked to report on the methods of coordinating work in this field.

## PREVENTION OF CRIME AND TREATMENT OF OFFENDERS

The Social Commission was instructed by the Economic and Social Council in June 1946 to consult the International Penal and Penitentiary Commission and work out a scheme for effective international machinery for the prevention of crime and the treatment of offenders.

In conformity with a General Assembly resolution relating to Spain, the Social Commission did not give effect to the Council's request that it should consult with the International Penal and Penitentiary Commission, because the latter had received and accepted the contribution of the Franco Government for the years 1937 to 1946. The Council endorsed the action of the Social Commission.

The Council, however, requested the Secretary-General to submit a report at a future session of the Social Commission on the question of the prevention of crime and treatment of offenders showing what measures are suitable for international action and how they could be carried out.



At its sixth session, in March 1948, the Economic and Social Council noted the opinion expressed by the Social Commission and by the Secretary-General that the Spanish Government had subsequently ceased to be a member of the International Penal and Penitentiary Commission. The Council asked the Social Commission to consult with the IPPC provided that, and so long as, the Franco Government was not readmitted to membership of that Commission. The Council drew the Social Commission's attention to a recommendation of the Secretary-General that to acquire effective control of admission and of the right to expel members, the IPPC should consider revising its constitutional regulations and that the consultation should include the consideration of such a revision. The Social Commission is to report to the seventh session of the Council on the results of these consultations and on how international activities for the prevention of crime and the treatment of offenders can best be carried out.

## HOUSING AND TOWN PLANNING

In June 1946, the Economic and Social Council asked the Social Commission to consider if it was desirable to set up international machinery in the field of housing and town planning.

The General Assembly, on 14 December 1946, taking into account the urgency and gravity of housing problems, recommended that the Economic and Social Council instruct the appropriate Commissions to hasten their study of housing problems. Particular attention should be paid in this study to international exchanges of information on town planning principles, building techniques, and climatic, economic and financial, legal and legislative aspects of housing and town planning questions.

The Commissions should also consider if it was desirable to hold an international conference of experts to advise on the need for international machinery to:

- collate such information;

- lay down guiding principles for new technical research on materials, methods of use, and prefabrication.

The Council directed the Secretary-General to submit to the Social Commission a proposal on an international conference of experts on housing, including a statement of objectives, scope, and composition.

The Social Commission at its second session, in August–September 1947, endorsed the proposal of the Secretary-General that an international conference of experts on housing should be preceded by smaller meetings of experts on the more urgent questions of housing and town and country planning arising in areas having common problems. It agreed that first considerations should be given to tropical areas, war-devastated areas, economically underdeveloped areas, and rural areas.

The first meeting of experts was held in Caracas, Venezuela, in December 1947, to discuss housing in less developed tropical areas. It dealt with such questions as the formulation and application of adequate housing standards, means of financing housing projects, and availability of building materials or possibility of producing them in these areas. The Economic and Social Council, on 1 March 1948, approved the holding of two similar meetings during 1949, subject to budgetary approval of the General Assembly.

The Secretary-General was asked by the Economic and Social Council, in March 1947, to make the necessary arrangements for the collection and



dissemination of information on rural and urban housing and town planning. Among the measures contemplated to implement this resolution is the publication of a quarterly review and a handbook. Information on their past, present, and proposed activities in housing and town planning has been requested of governments and various agencies for incorporation in the quarterly review. Names, addresses, and functions of national and regional organizations concerned with housing and town and country planning are being collected for inclusion in the handbook.

A Technical *ad hoc* Committee on Housing and Town and Country Planning, composed of members of the Secretariats of the United Nations, and of the interested specialized agencies, has been discussing at the working level actual problems of common interest for better coordination of activities.

Various organs of the United Nations and the specialized agencies are studying the problem in different regions. For example, a study of the problem of housing for the populations of Asian countries, particularly in regard to finance, materials, town planning, etc., has been undertaken by the ILO, in consultation with the United Nations and other organizations concerned.

The United Nations Economic Commission for Europe, through its Subcommittee on Housing, is studying European housing needs and expected programs for the years 1948-55, requirements for building materials, and measures aiming at economies in scarce materials.

FAO and WHO have also been working in the field; in addition, the Social Commission of the United Nations, the Economic and Employment Commission, the Population Commission, the Statistical Commission, and the Commission on the Status of Women are among the organs of the United Nations which have considered this world problem.

The Economic and Social Council at its sixth session, in March 1948, called the attention of the Economic Commissions for Europe and for Asia and for the Far East to the importance of giving further consideration to housing problems in the war-devastated countries.

The Council at its sixth session asked the Secretary-General to submit to its next session a detailed report of the activities of the specialized agencies intergovernmental and non-governmental organizations, and the various subsidiary organs of the Council in the field of housing and town and country planning and on their coordination.

## EXCHANGE OF WORKERS

The General Assembly, on 17 November 1947, adopted a resolution stating that international cooperation "with respect to economic, social, cultural, and educational matters" must be based on a better mutual understanding among peoples, and that the best way to achieve such understanding was to increase direct contacts between the various elements of the populations of all countries. The Assembly stated also that workers too often lacked the means of learning about technical and social experiments being carried out in foreign countries. For these reasons the Assembly urged Members to arrange with each other terms and conditions to facilitate the maximum possible exchange of workers wishing to take a period of training in order to improve their knowledge of their trade and study economic and social problems of their comrades in other countries.



## HUMAN RIGHTS

The Economic and Social Council, in June 1946, decided that the Commission on Human Rights should submit proposals on an international bill of rights and on international declarations or conventions on civil liberties, the status of women, freedom of information, and similar matters. It was also to deal with the protection of minorities and the prevention of discrimination.

The Council, at its fourth session, in March 1947, approved the establishment by the Commission on Human Rights of the Subcommittee on Freedom of Information and of the Press and of the Subcommittee on Prevention of Discrimination and Protection of Minorities.

### ***Bill of Human Rights***

The Commission on Human Rights established at its fourth session a drafting committee to prepare a preliminary draft of an International Bill of Human Rights. The drafting committee consists of the following members of the Commission: Australia, Chile, China, France, Lebanon, USSR, United Kingdom, and United States.

At its first session, in June 1947, the drafting committee prepared two documents for submission to the Commission. One was a preliminary draft of a declaration or manifesto setting forth general principles; this would carry moral weight, but would have no legal compulsion on Members; the other outlined a draft convention which would be legally binding on signatories.

The Commission on Human Rights, during its session at Geneva in December 1947, agreed upon the texts of a draft Declaration and a draft Covenant. It decided that the term "International Bill of Human Rights" should apply to these documents as well as to the general principles formulated by a working group on Measures for Implementation.

Among the rights and freedoms enumerated in the thirty-three articles of the draft declaration on human rights are: right to life, liberty, and security of person; right to freedom from arbitrary arrest; right to a fair trial; right to privacy; right to leave one's own country; right to seek and be granted asylum from persecution; right to own property; right to a nationality; freedom of thought and conscience; freedom of worship; freedom of expression and freedom of peaceful assembly; right to petition; right to take an effective part in the Government of his country; right to hold public office; right to work; right to social security; right to education; and right to rest and leisure.

The twenty-seven articles of the draft international covenant on human rights describe the obligations of States adhering to the covenant; the rights and freedoms of the individual, corresponding in more general terms to the rights and freedoms listed in the declaration; and how accession may be effected and how amendments may come into force.

A working group of the Commission at its second session formulated general principles on measures for implementation for consideration by the Commission. The Commission decided that the report of this working group should be forwarded together with the draft declaration and covenant to governments for their comments. In the light of these comments the drafts were revised by the drafting committee early in May and pre-



sented to the Commission on Human Rights at its third session, beginning 24 May 1948. The Council at its sixth session, in March 1948, asked that the drafting committee and the Commission at these sessions give particular attention to the measures for implementation so that draft articles on implementation could be submitted to governments at an early date. The Commission was to present its proposals, together with the draft bill of rights to the Economic and Social Council, which in turn was to submit its recommendations to the General Assembly.

### ***Human Rights Yearbook***

The Economic and Social Council, on 21 June 1946, requested the Secretary-General, *inter alia*, to make arrangements for the compilation and publication of a yearbook on law and usage relating to human rights, the first edition of which should include all declarations and bills on human rights now in force in the various countries. The first edition of the yearbook is expected to be published during 1948.

### ***Human Rights Provisions in Peace Treaties***

The Economic and Social Council, on 21 June 1946, resolved that, pending the adoption of an international bill of rights, the general principle should be accepted that international treaties involving basic human rights, including to the fullest extent practicable treaties of peace, should conform to the fundamental standards relative to such rights set forth in the Charter.

It may be noted that all the treaties of peace which Member States have made to date with ex-enemy States of the Second World War contain provisions relating to human rights.

### ***Information Concerning Human Rights Arising from Trials of War Criminals***

The Economic and Social Council, on 21 June 1946, requested the Secretary-General to make arrangements for the collection and publication of information concerning human rights arising from trials of war criminals, quislings, and traitors, and in particular from the Nürnberg and Tokyo trials.

The Secretary-General accordingly made certain arrangements with the United Nations War Crimes Commission, London. This Commission, on 21 May 1947, decided to accept responsibility for the work, so far as trials of war criminals, and in particular the Nürnberg and Tokyo trials, were concerned.

### ***Establishment of Information Groups or Local Human Rights Committees***

By a resolution of 21 June 1946, the Economic and Social Council invited Members of the United Nations to consider the desirability of establishing information groups or local human rights committees within their respective countries to collaborate with them in furthering the work of the Commission on Human Rights. On 30 September 1946, the attention of the Member States was drawn to this resolution.

The Secretary-General has been informed that, in pursuance of the above resolution, local human rights committees or information groups have been established in the Netherlands and Turkey; that organizations already exist

in the Dominican Republic and Haiti whose functions seem to coincide with the purposes for which the Economic and Social Council recommended the establishment of information groups or local human rights committees; that the Government of El Salvador will itself collaborate in developing the activities of the Commission on Human Rights; that the Government of Australia is of the opinion that further information regarding the nature and functions of the proposed information groups or human rights committees is necessary before any decision concerning their establishment can be made; that the Norwegian Government has found it an adequate solution to establish an independent committee not appointed by the Government; and that the United States Government was inviting some 250 non-governmental organizations in the United States which have demonstrated their interest in human rights to submit suggestions with respect to the drafting of an international bill of rights, and that the Department of State of the United States had established working relations with the President's Committee on Civil Rights, looking toward securing the advice of representatives of that Committee on matters relating to the problems of human rights.

### ***Communications Concerning Human Rights***

The Economic and Social Council, recognizing that the Commission on Human Rights had no power to take any action regarding complaints concerning human rights, adopted a procedure for dealing with such communications. Under this procedure, the Secretary-General compiles a confidential list of communications received concerning human rights with a brief indication of what each communication is about and furnishes this list to the members of the Commission, enabling them to consult on request the originals of communications dealing with the principles involved in the promotion of respect for human rights. Member States not represented on the Commission are to be given an indication of the substance of communications concerning human rights referring particularly to their territories. An *ad hoc* Committee of the Commission on Human Rights meets before the sessions of the Commission to review the confidential list of communications and to decide which should be available to members on request. It was at first decided that the identity of the authors of communications should be withheld from the confidential list and from the communications sent to governments, but at its sixth session, in March 1948, the Council decided an exception should be made if the authors stated that they had given or were about to give their names or did not mind their names being given.

### ***Trade Union Rights***

The Economic and Social Council at its fourth session, in March 1947, transmitted documents concerning trade union rights, submitted by the World Federation of Trade Unions and the American Federation of Labor, to the Commission on Human Rights for consideration in drafting the Bill of Human Rights. It also transmitted the documents to the ILO for consideration and report to the Council.

The International Labor Conference considered the question at its thirtieth session and on 11 July 1947 adopted a unanimous report to the Council, stating that the ILO proposed to draft one or more conventions on the subject (see p. 122).



The Council at its fifth session, in August 1947, expressed satisfaction with the action taken and proposed by the ILO and requested it to continue its efforts so that one or several international conventions might be quickly adopted. The Council felt that the enforcement of rights, whether of individuals or associations, raised common problems which should be considered jointly by the United Nations and the ILO. It decided to transmit the report to the General Assembly and requested the Secretary-General to arrange for cooperation between the ILO and the Commission on Human Rights in the study of the problems involved.

These decisions were endorsed by the General Assembly. The Assembly also endorsed the principles proclaimed by the International Labor Conference concerning trade union rights and the principles contained in the Declaration of Philadelphia (see p. 137). The General Assembly decided to transmit the ILO report to the Commission on Human Rights, and recommended that the ILO in cooperation with the United Nations should study the practical application of these principles.

## FREEDOM OF INFORMATION

On 14 December 1946, the General Assembly adopted a resolution stating that "freedom of information is a fundamental human right and is the touchstone of all the freedoms to which the United Nations is consecrated"; and that "understanding and cooperation among nations are impossible without an alert and sound world opinion which, in turn, is wholly dependent upon freedom of information." The Assembly instructed the Economic and Social Council to call a conference on freedom of information to formulate views concerning the rights, obligations, and practices which should be included in the concept of the freedom of information.

Delegations to the Conference were to include in each instance persons actually engaged in or experienced in press, radio, motion picture, or other information work.

The Conference was to be held in 1947, and the Economic and Social Council was to submit a report on it to the Assembly's next regular session.

The Economic and Social Council in March 1947 requested the Subcommittee on Freedom of Information and of the Press to prepare a draft documented agenda for this Conference and to submit it to the Commission on Human Rights and the Council.

The Subcommittee met from 19 May to 4 June 1947 and drew up recommendations for the organization of the Conference. The Economic and Social Council at its sixth session, on 15 August 1947, on the basis of these recommendations adopted a resolution fixing the date of the Conference for 23 March 1948 and deciding what states, intergovernmental and non-governmental organizations should be invited. The Council took decisions on the organization of the Conference and requested the Secretary-General to prepare the necessary documentation for it. The Council also submitted a provisional agenda to the Conference for adoption.

On 15 November 1947, the General Assembly adopted a resolution inviting the Governments of Members to study measures which might with advantage be taken on the national plane to combat the diffusion of false or distorted reports likely to injure friendly relations between States. Members were to submit reports on the subject to the Conference on Freedom

of Information, which was recommended to study measures taken or proposed.

### ***Conference on Freedom of Information***

The Conference on Freedom of Information convened at Geneva on 23 March 1948 and lasted until 21 April 1948. It was attended by representatives of fifty-four nations and by observers from Bolivia, Iran, Ireland, and specialized agencies, and by consultants from non-governmental organizations.

The Conference adopted by majority vote three draft conventions and proposed that the Economic and Social Council at its next session should study these, as well as any comments and suggestions forwarded to it by governments which participated in the Conference, and submit draft conventions to the next session of the General Assembly, opening in September 1948. These three Conventions are:

### ***Draft Convention on the Gathering and International Transmission of News***

This convention, originally submitted by the United States, provides for freedom of entry into, and travel within, any contracting State, for any recognized foreign correspondent of another contracting State. It also provides for the free transmission of news to and from any contracting State by the foreign correspondents or news agencies of any other contracting State, and stipulates that normally there should be no censorship of such news. Where for reasons of national security a peacetime censorship is applied, the Convention provides that the categories of news liable to censorship shall be notified in advance; the censorship shall, as far as possible, be carried out in the presence of the foreign correspondent and, when this latter is not possible, that a time limit for the return of copy be set and charges be based on the number of words in the telegram after censorship. The Convention also deals with other detailed matters and includes a special clause making it clear that the Convention may not be read as exempting foreign correspondents or foreign information agencies from public laws and regulations promulgated by any contracting State for the protection of national security.

### ***Draft Convention concerning the Institution of an International Right of Correction***

This Convention, originally submitted by France, confines itself to the limited field of false or distorted news reports transmitted from one country to another by a foreign correspondent or by a news agency. With respect to reports falling within this limited category, it provides that any contracting state may submit a correction to the government of the state in whose territory the false or distorted report appeared, and the latter government, regardless of its views in the matter, shall publicize the correction. In the event of its failure to do so, the Secretary-General of the United Nations is authorized to give the correction as wide a publicity as possible.

### ***Draft Convention on Freedom of Information***

This broad Convention, originally submitted by the United Kingdom, endeavors to outline the freedoms associated with freedom of information,



and to set the limits within which restrictions on those freedoms may be applied. It includes an important clause which provides that in the event of a dispute arising out of the Convention between any two contracting states, the matter should be referred to the International Court of Justice for decision unless the contracting states agree to another mode of settlement.

Certain delegations, including that of the USSR, objected to the content of the conventions on the grounds that little or no mention was made of the need for the press to struggle against fascism, to eliminate war-mongering, and to prevent false and distorted reporting, despite the fact that the General Assembly had unanimously pronounced itself against these matters, and had forwarded its resolutions to the Conference. The Conference had in its turn unanimously adopted a similar resolution.

They also felt that the Conference should adopt, not conventions covering limited fields, but resolutions embodying the fundamental principles mentioned above and calling upon governments themselves to take measures, in accordance with their respective constitutions, to implement those resolutions.

In addition to the three draft conventions, the Conference adopted draft articles for inclusion in the Draft Covenant and the Draft Declaration on Human Rights, and forty-three resolutions. Many of these resolutions were adopted unanimously, as, for example, a resolution against war-mongering and the spreading of false or distorted reports, and a further resolution for the implementation thereof.

Other resolutions cover such questions as the shortage of newsprint, the need to broaden education in schools of journalism to include a study of the history and culture of other peoples, the desirability of providing for the financial security of journalists, the elimination of racial, religious, and other discrimination, a condemnation of censorship, and a proposal to eliminate discriminatory taxes in the information field by bilateral agreements.

The Conference decided that the life of the Subcommittee on Freedom of Information and of the Press should be extended for a further three years and that it should be given extended powers so that it could continue the work begun by the Conference.

## PREVENTION OF DISCRIMINATION AND PROTECTION OF MINORITIES

The Economic and Social Council, after reviewing the second report of the Commission on Human Rights and its subsidiary bodies, in March 1948, requested the Secretary-General to organize studies and prepare analyses designed to assist the Subcommittee on the Prevention of Discrimination and the Protection of Minorities in determining the main types of discrimination which impede the equal enjoyment by all of human rights and fundamental freedoms and the causes of such discrimination.

The Council invited UNESCO to consider the creation of a committee of world leaders in educational theory and practice to study and select the most common and basic principles of a democratic and universal education to combat intolerance or hostility between nations and groups.

In its report to the Economic and Social Council, the Commission on Human Rights drew the attention of the Council to a document of the

League of Nations, reproducing texts of treaties and declarations relating to international obligations undertaken to combat discrimination and to protect minorities. The Council requested the Secretary-General to study whether and to what extent such treaties and declarations should be regarded as being still in force, at least in so far as they would entail, among contracting States, rights and obligations independent of their guarantee by the League of Nations. The Secretary-General is to report on the results of this study to a later session of the Commission on Human Rights.

The Secretary-General was also requested, in consultation with interested commissions and specialized agencies, to undertake a study of the existing situation regarding the protection of stateless persons. He was further asked to make a study of national legislation and international agreements and conventions relevant to statelessness, and to submit recommendations to the Council on the desirability of concluding a further convention on this subject.

## GENOCIDE

The General Assembly, on 11 December 1946, unanimously adopted a resolution affirming that genocide was a crime under international law which the civilized world condemned. The Assembly invited Member States to enact the necessary legislation for the prevention and punishment of this crime and recommended that international cooperation should be organized for its speedy prevention and punishment. It requested the Economic and Social Council to undertake the necessary studies for drawing up a draft convention for submission to the Assembly's next regular session.

Accordingly, the Economic and Social Council at its fourth session, on 28 March 1947, instructed the Secretary-General to undertake studies and consultations and to submit to its next session a draft convention on the crime of genocide.

### *Draft Convention Prepared by Secretariat*

A draft convention with a commentary was prepared by the Secretariat with the assistance of three experts and was submitted on 13 June 1947 to the Committee on the Progressive Development of International Law and its Codification (see pages 128–129). The Chairman of the Committee, however, in a letter of 17 June, stated that as the text had not yet been submitted to Member Governments, the Committee felt unable at that time to express any opinion on the matter. On 7 July 1947, the Secretary-General transmitted the draft convention and commentary to Member Governments for their observations.

At its fifth session, the Economic and Social Council, on 6 August 1947, called on Members to submit their comments as soon as possible and asked the Secretary-General to transmit to the General Assembly the draft convention and any comments received in time from Members. The Council also informed the Assembly that it proposed to proceed as rapidly as possible with the consideration of the question, subject to any further instructions from the Assembly.

### *Consideration by the Assembly*

Observations were received from India, Haiti, Philippines, Venezuela,



the United States, and France. These were transmitted to the General Assembly.

The General Assembly on 21 November adopted a resolution requesting the Economic and Social Council to continue the work it had begun concerning the suppression of the crime of genocide, including the study of the draft convention prepared by the Secretariat. The Council was to proceed with the completion of a convention, taking into account that the International Law Commission had been charged with the formulation of the principles recognized in the Charter of the Nürnberg Tribunal and the preparation of a draft code of offences against peace and security. The Council, the General Assembly decided, need not await the receipt of observations from all Members before commencing its work. It was to submit a report and the convention on genocide to the Assembly's third regular session.

Accordingly, on 3 March 1948, the Economic and Social Council at its sixth session adopted a resolution requesting Members of the United Nations which had not yet done so, to transmit, at the earliest possible date, their comments on the draft convention prepared by the Secretary-General.

At the same time the Council established an *ad hoc* Committee composed of China, France, Lebanon, Poland, the USSR, the United States, and Venezuela to prepare a draft convention, taking into consideration the draft prepared by the Secretary-General and the comments on it of Member Governments, as well as other drafts on the matter submitted by any Member Government.

The *ad hoc* Committee which met at Lake Success from 5 April through 10 May took as a basis for discussion of the principles involved a ten-point working paper submitted by the USSR representative. By 5 votes in favor to 1 against (USSR) and 1 abstention (Poland) it adopted a draft Convention consisting of a Preamble and nineteen articles.

### ***Draft Convention Prepared by ad hoc Committee***

The Preamble to the draft Convention emphasizes that genocide is a crime against mankind and that its prevention and punishment require international cooperation.

Article 1 of the draft states that genocide is a crime under international law whether committed in time of war or of peace. Articles 2 and 3 define this crime, first as regards physical genocide and then as regards cultural genocide. Physical genocide is defined as deliberate acts committed with the intent of destroying a national, racial, religious, or political group by killing its members, impairing their physical integrity, inflicting on them conditions aimed at causing their deaths, or imposing measures intended to prevent births within the group. Cultural genocide the draft Convention defines as any deliberate act committed with the intention of destroying the language, religion, or culture of a national, racial, or religious group, such for example as prohibiting the use of the group's language or its schools or places of worship.

In addition to acts committing genocide, conspiracy, incitement, and attempts to commit genocide would also be punishable under the Convention, as would complicity in any of these acts. Any persons who commit these crimes are to be punished whether they are heads of States, public officials, or private individuals. They are to be punished in the courts in

the countries where the crime is committed or by a competent international tribunal. Parties to the Convention will undertake to pass the necessary laws to give effect to its provisions and to grant extradition in cases of genocide. They may call on the appropriate body of the United Nations to take action for the prevention and suppression of genocide or bring to its attention any case of violation of the Convention.

Other clauses of the draft Convention relate to the submission of disputes concerning the Convention to the International Court of Justice, the States eligible to become parties to the Convention, and its coming into force, duration, and revision.

The draft Convention was to be submitted to the Economic and Social Council at its seventh session, opening in July 1948.

## STATUS OF WOMEN

In June 1946, the Economic and Social Council decided to establish a full Commission on the Status of Women. A "nuclear" Subcommission of the Commission on Human Rights, appointed in February, had outlined a policy and program of work. This was referred by the Economic and Social Council to the Commission for study.

It stated that, in practice, priority had to be given to political rights since little progress could be made without them, but recommended that the problems of obtaining improvements in civil, educational, social, and economic fields should be attacked simultaneously.

The program of work outlined provided among other things for:

- a survey of laws concerning the status of women and their practical application;

- polls to sound public opinion;

- the calling of a United Nations Women's Conference;

- the international exchange of all categories of manual and intellectual women workers;

- the creation of a world-wide opinion through the various information media.

Pursuant to a request of the Economic and Social Council, the Secretariat prepared and sent to Governments a questionnaire on the legal status and treatment of women, covering such matters as public law, franchise, the eligibility of women to hold public office, and education. Governments were asked to reply in respect of their territories, including Trust and non-self-governing Territories under their jurisdiction.

The Council, in March 1947, asked those Member Governments which had not yet answered certain sections of the questionnaire to reply as soon as possible. At its sixth session, held in February and March 1948, the Council asked that all replies be made on sections dealing with political rights and educational opportunities by 1 June 1948, dealing with nationality by 1 July, and on the remaining sections by 1 December 1948.

### ***Political Rights***

The General Assembly, on 11 December 1946, recommended that all Member States which had not already done so should fulfil the purposes of the Charter by granting women the same political rights as men.

The Economic and Social Council at its fourth session, in February-March 1947, asked that a preliminary report on the political rights of



women, based on the replies to the questionnaire and any other authoritative information available, be prepared by the Secretariat by 1 September 1947. It requested governments to indicate any changes in law or practice in their territories concerning political rights of women since the passage of the General Assembly resolution.

At its second session, in January 1948, the Commission on the Status of Women noted that, since the Assembly resolution, Argentina and Venezuela had granted women full political rights, and expressed the hope that plans for similar action in Costa Rica, Colombia, Peru, and Chile be completed as soon as possible.

On the recommendation of the Commission, the Council, in March 1948, instructed the Secretary-General to bring up to date a memorandum supplementing his preliminary report on the political rights of women for presentation to the third session of the General Assembly; and to circulate such information annually to Member Governments until all women in the world have the same political rights as men.

### ***Educational Opportunities***

The Economic and Social Council has recommended that UNESCO should consider paying special attention in its educational and social program to those countries where women have not full political rights, and should send a report to the Council on the progress in framing a program of basic education for women in such countries.

The Council at its fourth session requested the Secretary-General to consult with UNESCO and report to the Commission on any assistance it could give in developing UNESCO's program of basic education.

As recommended by the Commission, the Council at its sixth session asked the Secretary-General to prepare, on the basis of replies to the section of the questionnaire dealing with educational opportunities for women, a report on the existing disabilities of women in the field of education. The report is to be submitted to the third session of the Commission, in 1949. Replies of Governments, with their consent, will be sent to UNESCO to facilitate its work in those areas where women suffer such disabilities.

### ***International Bill of Human Rights***

Members of the Commission on the Status of Women were invited by the Council at its fourth session to give their opinions on the drafting of those sections of the International Bill of Human Rights concerning the particular rights of women and on questions of discrimination whenever such discrimination is based on sex.

Suggested changes of two articles of the draft recommended by the Commission were sent by the Council, at its sixth session, to the Commission on Human Rights; one of the suggested amendments proposed the inclusion of a statement that men and women have equal rights to contract or dissolve marriage.

### ***Communications concerning the Status of Women***

The procedure for handling communications concerning the status of women corresponds to that adopted for handling communications concerning human rights (see page 101), but no exception is made to withholding the names of the authors of the communications which are sent to the Governments.

## ***Equal Pay for Equal Work***

In March 1948, the Council, after considering a resolution of the Commission on the Status of Women and a memorandum of the World Federation of Trade Unions, approved the principle of equal remuneration for men and women workers for work of equal value. The Council called upon Members of the United Nations to implement this principle in every way, irrespective of nationality, race, language, or religion. The memorandum of the WFTU on the subject was sent to the ILO and the Commission on the Status of Women. Certain non-governmental organizations were invited to present their views.

## **NARCOTIC DRUGS**

The General Assembly, on 12 February 1946, decided to assume the functions and powers of the League of Nations relating to the international control of narcotic drugs, and referred the matter to the Economic and Social Council for action.

Accordingly, the Council at its first session, in February 1946, established a Commission on Narcotic Drugs consisting of fifteen members. It authorized the Commission, among other things, to carry out the functions entrusted to the League of Nations Advisory Committee on Traffic in Opium and other Dangerous Drugs by the international conventions on narcotic drugs. The work of the Opium Section of the League Secretariat was assumed by the Division of Narcotic Drugs established in the Department of Social Affairs of the United Nations Secretariat.

To provide for the transfer of functions, it was also necessary to amend the Agreements, Conventions, and Protocols on Narcotic Drugs concluded in 1912, 1925, 1931, and 1936, providing for the control of such drugs as opium, morphine, cocaine, and heroin. The Council therefore approved, at its third session (October 1936), a draft Protocol amending these instruments. The Protocol, with some modifications, was approved by the General Assembly on 19 November, was signed by governments on 11 December 1946, and came into force on 3 February 1948.

The Permanent Central Opium Board and the Supervisory Body, created under the terms of the 1925 and 1931 Conventions respectively, continued to function without interruption. The Permanent Central Opium Board and the Supervisory Body are administratively connected with and report annually to the Economic and Social Council. The members of the Board are now elected by the Council. The Supervisory Body examines and, when necessary, prepares estimates of government needs for narcotic drugs for medical and scientific purposes and fixes the annual limits of imports, manufacture, etc., for every territory in the world. The Permanent Central Opium Board supervises the trade in narcotic drugs to insure that these estimates are not exceeded; if any country in the world accumulates excessive quantities of narcotics, the Board may recommend that no further exports of narcotics are made to that country for as long as it considers necessary.

## ***Limitation of Production of Raw Materials***

The Commission on Narcotic Drugs at its first session in November–December 1946 decided to begin preparations for an international confer-



ence on the limitation of raw materials and connected problems. In this connection, the Council approved, at its fourth session, the sending of questionnaires to Governments on the limitation and control of the cultivation of the opium poppy and the production of raw opium, and on the control of the cultivation and harvesting of the coca leaf used for the manufacture of cocaine.

A report has also been prepared by the Secretariat on world requirements in opium for medical and scientific use.

### ***Opium Smoking***

The Secretary-General, at the request of the fourth session of the Council, asked countries where opium-smoking was still legal to prohibit the manufacture, trade, and use of opium for this purpose.

### ***Annual Reports by Governments***

Under the international Conventions on Narcotic Drugs, governments undertake to submit annual reports on the situations in their territories, as well as reports on seizures of illicit traffic; these reports are studied by the Commission on Narcotic Drugs. During its second session, July–August 1947, the Commission examined the reports received from 1942 through 1946. On the Commission's recommendation, the Economic and Social Council, in March 1948, requested that those Governments which had failed to carry out this obligation submit reports on the working of the international Conventions on Narcotic Drugs in their territories.

### ***Strengthening the International Control of Narcotic Drugs***

While studying the trends of illicit traffic indicated by the seizure reports, the Commission noted that in some areas drugs forming a part of surplus army stores had escaped into the illicit traffic. The Council approved the Commission's recommendation to remedy this situation by treating as seizures of illicit traffic any narcotics forming part of these surplus stocks not covered by import or export certificates.

Upon the recommendation of the Council, at its fourth session, the Allied Control Authorities were asked to establish an effective control of narcotics for all of Germany. The Allied Control Council agreed to put into effect the various suggestions made by the Commission.

With respect to Japan, which had wilfully violated its narcotics treaty obligations before and during the Second World War and had utilized narcotic drugs during the war to undermine the resistance of the Chinese people, the Council recommended that the treaty-making Powers include, in the peace treaty with Japan, provisions for the most stringent control of all narcotic drug transactions there. This control, it suggested, should be under the supervision of any control authorities established by the peace treaties and the United Nations.

The Economic and Social Council, at its fourth session, asked those countries directly affected by the war to resume as soon as possible full collaboration with the international organs of control; it offered these countries, if they requested, technical assistance to reestablish national control at prewar levels. Under this arrangement, for example, a commission of experts worked in Peru during March–April 1948 to advise the Government in reorganizing the control of narcotic drugs throughout Peruvian territory.

Following a request by the Council, the Secretariat prepared a digest and analysis of laws in all countries parties to the narcotics convention to determine whether their national legislation was in accordance with these conventions.

### ***New Synthetic Drugs***

Existing conventions on narcotic drugs provide no control over new synthetic drugs capable of producing addiction. To correct this situation, the Council on 13 August 1947 instructed the Secretary-General to prepare a new protocol to limit the manufacture and regulate the distribution of these drugs. The draft protocol was sent to Governments and the World Health Organization; their comments were considered by the Commission in May 1948 and are to be submitted to the seventh session of the Council, in July 1948.

### ***Coca Leaves***

Following a request by the Government of Peru that a committee of experts be sent to study the effects of chewing coca leaves on the inhabitants of certain regions in South America, the General Assembly asked the Council to consider the question. The Council approved in principle such a commission, and is to adopt a plan for the commission at its seventh session, in July 1948.

## **TEACHING ABOUT THE UNITED NATIONS**

In order to promote and assure general interest and popular support of the work of the United Nations, the General Assembly, on 17 November 1947, adopted a resolution recommending that all Member Governments should take measures as soon as possible to encourage teaching about the purposes and principles, the structure, background, and activities of the United Nations in their schools and institutes of higher learning. Particular emphasis, the Assembly recommended, should be placed on such instruction in elementary and secondary schools. The Assembly invited the United Nations Educational, Scientific, and Cultural Organization to assist Members, at their request, in implementing this program, with the assistance of the Secretary-General. The Assembly asked Member States to furnish the Secretary-General with information on the measures taken to implement this recommendation.

## **REPORTS OF REGIONAL CONFERENCES**

The General Assembly recommended that Members holding regional conferences on social questions should communicate the conclusions reached, or the partial studies made, to the Economic and Social Council so as to promote comprehensive and universal solutions of the questions covered.

## **INTERNATIONAL CENTER FOR TRAINING IN PUBLIC ADMINISTRATION**

The Economic and Social Council, on 24 February 1948, recommended that the Secretary-General prepare a study concerning the development of



international facilities for the promotion of the science of administration, so as to provide adequate training for an increasing number of candidates of proved ability recruited on the widest possible geographical basis, but mainly from those countries where the need is greatest. In preparing the study, the Secretary-General is to consult with the Advisory Committee on Administrative and Budgetary Questions, the International Civil Service Advisory Board, and with appropriate public and private international organizations. The Secretary-General is to submit as early as possible a report to the Economic and Social Council or to the General Assembly.

## RECOMMENDATIONS ON ECONOMIC AND SOCIAL QUESTIONS

The General Assembly, on 31 October 1947, called on all Member States to carry out all its recommendations on economic and social matters. It also recommended that the Secretary-General should report annually to the Economic and Social Council, and the Council to the Assembly, on the steps taken by Member Governments to give effect to the recommendations on economic and social matters.

### **Trusteeship Questions**

#### QUESTIONS CONCERNING NON-SELF-GOVERNING TERRITORIES

The General Assembly, in February 1946, drew attention to the fact that the obligations under Chapter XI of the Charter of all Members of the United Nations responsible for the administration of territories whose peoples have not yet attained a full measure of self-government were in no way contingent upon the conclusion of Trusteeship Agreements or upon the bringing into being of the Trusteeship Council, and were, therefore, already in force.

These obligations included that of sending to the Secretary-General for information purposes statistical and other technical information concerning the economic, social, and educational advancement of the inhabitants of the non-self-governing territories [Article 73(e) of the Charter].

#### ***Information on Non-Self-Governing Territories Transmitted under Article 73(e) of the Charter***

During 1946 the Governments of Australia, France, and the United States transmitted information on the territories under their administration. The United Kingdom and New Zealand submitted information concerning some territories, and at the same time declared their intention of transmitting information concerning other territories under their administration. The Governments of Belgium, Denmark, and the Netherlands also declared their intention of submitting information on the territories under their administration.

At the second part of its first session the General Assembly noted the information which had been transmitted or promised, and invited Members

to send to the Secretary-General by 30 June of each successive year the most recent information at their disposal concerning the non-self-governing territories administered by them. It recommended that the information transmitted in 1947 should be summarized, analyzed, and classified by the Secretary-General and included in his report to the second session of the General Assembly.

The Assembly established an *ad hoc* Committee consisting of equal numbers of Members administering and Members not administering non-self-governing territories to consider the Secretary-General's summary and analysis and to recommend procedures for dealing with the information in the future. Representatives of specialized agencies were to be invited to attend the meetings of the *ad hoc* Committee in an advisory capacity.

Accordingly the Governments which had previously transmitted information, or had declared their intention of doing so, transmitted information in 1947 which the Secretary-General summarized and analyzed and submitted to the *ad hoc* Committee elected by the General Assembly.

The *ad hoc* Committee met shortly before the opening of the second session of the General Assembly. Attention centered on the analysis of the information which had been transmitted. Although this analysis was necessarily tentative and some of the information transmitted fragmentary, the analysis indicated the nature of the information which had been transmitted on conditions in the fields of labor, agriculture, health, and education. Moreover, comparative examples of conditions in various non-self-governing territories relating to certain key problems were included in this analysis prepared by the Secretary-General.

Although there was agreement with the methods followed by the Secretary-General, it was urged in the *ad hoc* Committee that the analyses be expanded to cover general economic conditions, the standards of living of the local, European, and other populations in the territories concerned, birth and death rates, and any information that might be supplied regarding the participation of the local population in local organs of government. On the Committee's recommendation, the General Assembly asked Members transmitting information under Article 73(e) of the Charter to take all necessary steps to render the information as complete and as up to date as possible. In order to insure some uniformity in the manner of reporting, the General Assembly adopted a standard form as a guide to the administering authorities in transmitting information.

The standard form contains, *inter alia*, an optional section on geography, history, government, population statistics, and civil rights in non-self-governing territories. Some Members had voluntarily transmitted such information in 1946 and 1947. The General Assembly noted this action and expressed the view that the voluntary transmission of information on the development of self-governing institutions in non-self-governing territories and the summarizing of this information by the Secretary-General were entirely in conformity with the spirit of Article 73(e) of the Charter and should therefore be duly noted and encouraged.

Also in accordance with the *ad hoc* Committee's recommendations, the General Assembly authorized the Secretary-General, in summarizing and analyzing information transmitted by the administering authorities, to use—with the consent of the administering authority concerned—supplemental documents, such as official publications of Members responsible for the administration of non-self-governing territories, documents published by



intergovernmental or scientific bodies, or relevant and comparable information available in the statistical services of the Secretariat. This information, however, is to be limited to the subjects treated in the information required under Article 73(e), namely, information on the social, economic, and educational advancement of peoples in non-self-governing territories.

The General Assembly recommended further that the Secretary-General, in compiling and analyzing information on non-self-governing territories, should collaborate with the specialized agencies of the United Nations, and called on the latter to make recommendations with respect to the form and content of information transmitted under Article 73(e) in order that it might meet their needs, and to determine the services which they might make available to the administering Powers for improving conditions in non-self-governing territories.

Finally, the General Assembly adopted the *ad hoc* Committee's recommendation for the establishment of a Special Committee to be composed of the administering Powers transmitting information, and an equal number of non-administering Powers elected by the Fourth Committee of the General Assembly on as wide a geographical basis as possible. The first group consists of representatives of Australia, Belgium, Denmark, France, the Netherlands, New Zealand, the United Kingdom, and the United States. The other members, elected by the Fourth Committee, are China, Colombia, Cuba, Egypt, India, Nicaragua, Sweden, and the USSR. This Special Committee was to meet several weeks before the opening of the third regular session of the General Assembly. It was to examine information transmitted, during 1948, under Article 73(e) of the Charter and submit reports thereon to the General Assembly. It has also been asked to make procedural and substantive recommendations relating to the field generally, but not to individual territories. The Special Committee may also avail itself of the advice and assistance of the specialized agencies and establish liaison with the Economic and Social Council.

Following is a list of territories on which information was transmitted in 1946 and/or 1947 by the Member Governments responsible for their administration:

*AUSTRALIA*

Papua

*BELGIUM*

Belgian Congo

*DENMARK*

Greenland

*FRANCE*

French Equatorial Africa

French Establishments in India

French Establishments in Oceania  
(1946)

French Guiana (1946)

French Somaliland

French West Africa

Guadeloupe and Dependencies  
(1946)

Indochina

Madagascar and Dependencies

Martinique (1946)

Morocco

New Caledonia and Dependencies  
(1946)

New Hebrides (under Anglo-French Condominium)

Reunion (1946)

Saint Pierre and Miquelon  
(1946)

Tunisia

*NETHERLANDS*

Netherlands Indies

Surinam

Curaçao

## NEW ZEALAND

Cook Islands

## UNITED KINGDOM

Aden (Colony and Protectorate)

Bahamas

Barbados

Basutoland

Bechuanaland Protectorate

Bermuda

British Somaliland

British Guiana

British Honduras (Guatemala

does not recognize British sovereignty over this territory)

Brunei

Cyprus

Dominica

Falkland Islands (Argentina does not recognize British sovereignty over this territory)

Fiji

Gambia

Gibraltar

Gilbert and Ellice Islands

Gold Coast (Colony and Protectorate)

Grenada (1946)

Hong Kong

Jamaica

Kenya (Colony and Protectorate)

Leeward Islands (1946)

Malayan Union

Malta

Mauritius

Nigeria

North Borneo

Northern Rhodesia

Nyasaland

St. Helena and Dependencies

St. Lucia

St. Vincent

Sarawak

Seychelles

Sierra Leone

Singapore

Solomon Islands

Swaziland

Trinidad and Tobago

Uganda Protectorate

Zanzibar Protectorate

## UNITED STATES

Alaska

American Samoa

Guam

Hawaii

Panama Canal Zone (Panama does not recognize United States sovereignty over this territory) (1946)

Puerto Rico

Virgin Islands

Territories on which no information was furnished although the governments concerned declared their intention of doing so:

Tokelau Islands (New Zealand)

Pitcairn Islands (United Kingdom)

## TRUSTEESHIP AGREEMENTS

The General Assembly adopted a resolution on 9 February 1946 expressing its regret that the Trusteeship Council could not be brought into being immediately because no Trusteeship Agreements had been concluded, although several mandatory powers had declared their intention of concluding such agreements.

Eight draft Trusteeship Agreements were submitted for approval at the second part of the Assembly's first session. These were for:

1. New Guinea, submitted by Australia
2. Ruanda-Urundi, submitted by Belgium
3. The Cameroons under French mandate, submitted by France
4. Togoland under French mandate, submitted by France
5. Western Samoa, submitted by New Zealand



6. Tanganyika, submitted by the United Kingdom
7. The Cameroons under British mandate, submitted by the United Kingdom
8. Togoland under British mandate, submitted by the United Kingdom

These draft agreements, having undergone a good deal of modification as the result of consideration by the Fourth Committee, were approved individually by the General Assembly by votes of 41 to 5, with 6 abstentions, in the case of the French draft, and of 41 to 6, with 5 abstentions in the case of the other drafts.

The General Assembly had previously rejected a USSR proposal to reject the draft agreements as inconsistent with the Charter. The USSR proposal was based on three objections to the draft Trusteeship Agreements:

1. Article 79 of the Charter provides that the "states directly concerned" should agree upon the terms of Trusteeship, and in the view of the USSR, they had not done so. (The term "states directly concerned" has not yet been defined. In the view of the USSR the expression should include, among others, the five permanent members of the Security Council which are *ipso facto* members of the Trusteeship Council.)
2. The clauses in six of the agreements providing that the administering authority might administer the Trust Territory as an integral part of its territory amounted to annexation and were against the principles of the Charter.
3. It was contrary to the Charter to permit the establishment of military, naval, and air bases on the Trust Territories without the consent of the Security Council.

The Governments of Australia, New Zealand, and the United Kingdom jointly submitted a draft Trusteeship Agreement for the mandated territory of Nauru to the second session of the General Assembly. After some modification as the result of consideration by the Fourth Committee, the draft was approved by the General Assembly on 1 November 1947 by a vote of 46 to 6, with 1 abstention.

### ***Terms of the Agreements***

The agreements vary, but all contain most of the following provisions:

1. Definition of the territory to which the agreement applies.
2. Designation of the administering authority—in each case the former mandatory power.
3. Obligations of the administering authority:
  - to administer the territory so as to achieve the basic principles of Trusteeship as contained in the Charter;
  - to be responsible for the peace, order, and good government of the territory and for insuring that it plays its part in the maintenance of international peace and security;
  - to develop free political institutions and to give the inhabitants an increasing share in the government of the territory;
  - to protect native rights over land, and not to allow native land or natural resources to be transferred except with the previous consent of the competent public authority;

to insure equal treatment in social, economic, industrial, and commercial matters for all Members of the United Nations and their nationals, provided that the interests of the inhabitants of the territory come first;

to develop education;

subject only to requirements of public order, to guarantee to the inhabitants freedom of religion, of worship, of speech, of the press, of assembly, and of petition.

4. Rights of the administering authority:

It is to have full powers of legislation, administration, and jurisdiction in the territory (certain agreements specify that it may administer the territory as an integral part of its own territory, subject to the provisions of the Charter and the agreement).

It may constitute the territory into a customs, fiscal, or administrative union or federation with adjacent territories under its control.

It may establish naval, military, and air bases, erect fortifications, and take over measures necessary for defence, and may also use volunteer forces, facilities, and assistance from the territory in carrying out obligations to the Security Council and for local defence.

It may organize public services and works on conditions it thinks just, may create fiscal monopolies if this serves the interests of the inhabitants, and may create other monopolies under conditions of proper control, provided that in the case of monopolies granted to non-governmental agencies there is no discrimination on the grounds of nationality.

It may arrange for the cooperation of the territory in regional organizations.

5. Amendment of the agreements is to be in accordance with the terms of the Charter.

6. Any dispute between the administering authority and another Member of the United Nations concerning the interpretation or application of an agreement, which cannot be settled otherwise, shall be submitted to the International Court of Justice.

## UNITED STATES STRATEGIC AREA

On 17 February 1947, the United States submitted a draft Trusteeship Agreement for the Marshalls, Marianas, and Carolines—the Pacific Islands formerly under Japanese mandate. The islands were designated in the draft as a strategic area, and in accordance with Article 83 of the Charter the draft was submitted to the Security Council, not to the General Assembly. After having undergone some modification, the draft agreement was approved unanimously by the Security Council on 2 April 1947, and the agreement entered into force on 18 July 1947.

The agreement, which designates the United States as the administering authority for the Trust Territory, contains almost all the provisions to be found in the more detailed provisions of the other nine agreements. The main differences are as follows:

The administering authority may from time to time specify certain areas in the territory as closed for security reasons.



The clause insuring equal treatment in social, economic, industrial, and commercial matters for other Members of the United Nations reserves most-favored-nation treatment for the administering authority, makes such equal treatment dependent upon security requirements, and specifically reserves the question of air traffic rights for separate agreements.

By a letter dated 2 December 1947, the United States representative informed the Council that Eniwetok Atoll, part of the Pacific Islands under strategic Trusteeship by the United States, had been closed for security reasons in order that the United States Government might conduct experiments relating to nuclear fission there. The Security Council on 9 December 1947, took note of the communication, and decided to defer its further consideration of the matter until it had received a report from the Committee of Experts regarding the functions of the Security Council in relation to strategic areas.

## FORMATION OF TRUSTEESHIP COUNCIL

By approving the eight Trusteeship Agreements submitted at the second part of the first session of the General Assembly, the Assembly made possible the formation of the Trusteeship Council, which consists of the administering authorities, the permanent members of the Security Council which do not administer Trust Territories, and enough other states elected by the General Assembly to make the numbers of administering and non-administering States on the Council equal. To complete the Council the General Assembly elected Iraq and Mexico for three-year terms of office.

As of 18 July 1947, the date on which the Trusteeship Agreement for the Pacific Islands formerly under Japanese mandate entered into force, the United States became a member of the Trusteeship Council in its capacity of an administering authority and not, as heretofore, in its capacity as a permanent member of the Security Council. To maintain the prescribed balance between administering and non-administering powers, the General Assembly at its second session elected two non-administering powers, Costa Rica and the Philippines, to serve on the Trusteeship Council for a period of three years.

The Trusteeship Council has held two sessions so far. The first session lasted from 26 March to 28 April 1947. The second session was divided into three parts. The Council met from 20 November to 16 December 1947, from 18 February to 10 March 1948, and from 21 April to 4 May 1948. The third session of the Trusteeship Council convened on 16 June.

## QUESTIONNAIRE

The Charter provides that the Trusteeship Council is to formulate a questionnaire, on the basis of which the administering authority for each Trust Territory is to submit an annual report to the Council. During its first session the Council formulated such a questionnaire which it adopted provisionally on 25 April 1947.

The provisional questionnaire contains 247 detailed questions concerning the government of a Trust Territory and the political, economic, social,

and educational advancement of its inhabitants. It was sent to each administering authority as the basis for the first annual report on each Trust Territory. The administering authorities were invited to make suggestions for the improvement of the questionnaire, which will be adapted as necessary to each of the Trust Territories. The United Kingdom Government accordingly submitted a number of suggestions. The Trusteeship Council decided that the questionnaire should also be sent to the Economic and Social Council and to the specialized agencies for their advice on those sections of concern to them. The Economic and Social Council decided that the appropriate parts of the questionnaire should be referred to the various Commissions of the Council. Most of the Commissions were to examine the questionnaire during 1948 and report to the Economic and Social Council. At least one Commission will not consider it until 1949. Of the specialized agencies, ILO, FAO, and UNESCO submitted comments to the second session of the Trusteeship Council. Revision of the provisional questionnaire and its adaptation if necessary to the special circumstances of individual Trust Territories were to be undertaken by the Trusteeship Council at its third session, in June 1948, in the light of such comments as may then have been received from the administering authorities, Commissions of the Economic and Social Council, and specialized agencies.

## REPORT ON NEW GUINEA SUBMITTED BY THE GOVERNMENT OF AUSTRALIA

A report on the administration of New Guinea for the year 1 July 1946–30 June 1947 was the only report based on the provisional questionnaire to be submitted to the second session of the Council. On 15 December 1947, the Council adopted a resolution expressing appreciation of the action of the Australian Government in making the report available to the Council in spite of difficulties resulting from approximately three and a half years of occupation by enemy forces during the recent war.

Consideration of the report was to be continued at the third session of the Council in June 1948, when the Council was expected to reach its final conclusions thereon.

## PETITIONS

### *Samoa—Petition for Self-Government*

In November 1946, the Administrator of Western Samoa invited all Samoans to a public gathering in order to discuss the proposed Trusteeship Agreement for Western Samoa which the New Zealand Government, as the mandatory power, had submitted to the second part of the first session of the General Assembly. The Samoan representatives, while expressing the view that the Trusteeship Agreement represented an advance upon the League of Nations mandate under which New Zealand had heretofore administered Western Samoa, felt that acceptance of the agreement would bring them no nearer to their ultimate aim of self-government. On



18 November 1946, therefore, they drew up a petition asking that Samoa be granted self-government and that New Zealand thereafter act as protector of and advisor to Samoa.

The Government of New Zealand transmitted the petition to the Trusteeship Council for consideration at its first session. In the course of the Council's discussion the representative of New Zealand asked the Council to inquire into the matter on the spot. On 24 April 1947, therefore, the Council decided to send a visiting mission to Western Samoa. The mission was composed of Francis B. Sayre, President of the Trusteeship Council; Pierre Ryckmans, Honorary Governor-General of the Belgian Congo; and Senator Eduardo Cruz-Coke, of Chile. The mission arrived in Samoa early in July and stayed until 28 August. The members held a series of meetings with the officials of the New Zealand Administration, interviewed Samoan leaders, members of the European community, spokesmen for the religious missions, and other representative groups and individuals. They also toured the two main islands and visited various institutions such as schools, hospitals, and religious missions. After their return to New York they completed and unanimously adopted their report to the Trusteeship Council on 12 September 1947.

While the mission was in Samoa the Government of New Zealand carried on independent consultations with representatives of both the Samoan and European population of the Trust Territory with regard to steps which might be taken to transfer to them a greater measure of responsibility for the government of the territory and kept the mission informed of the progress made. On its part, the mission, before leaving Samoa, informally notified the New Zealand Government of the broad conclusions of its report. Two days before the mission left Samoa the New Zealand Government, in a statement in Parliament, outlined its plans for the reorganization of the Government of Western Samoa. The mission agreed that the proposed measures were closely in line with the recommendations contained in the mission's report.

Legislation which was introduced in Parliament was designed to achieve the following objectives:

1. to record the change in the status of Western Samoa from that of a mandated territory under the League of Nations to a Trust Territory within the Trusteeship System of the United Nations;
2. to remove the existing legal disability in regard to defence measures in the territory, arising out of the provisions of the mandate;
3. to implement the following constitutional changes as the first of a series of progressive steps towards the eventual grant of full self-government to the people of Western Samoa:
  - a. appointment of a High Commissioner and a Deputy High Commissioner in place of an Administrator and a Deputy Administrator respectively;
  - b. establishment of a Council of State with advisory functions, comprising the High Commissioner and the *Fautua* (High Chiefs and Advisors);
  - c. abolition of the present Legislative Council and the establishment, in its stead, of a Legislative Assembly with an absolute majority of Samoan members;



- d. the proposed Legislative Assembly was to be given power to make laws for the peace, order, and good government of Western Samoa and to dispose of the revenues of the territory.

The Government of New Zealand informed the Trusteeship Council of the measures it had adopted.

The Trusteeship Council studied the visiting mission's report during its second session. The Council adopted a resolution on 5 December 1947 in which it noted with satisfaction the declared policy of the New Zealand Government and resolved that the people of Western Samoa should be accorded immediately such measures of self-government as were indicated in the mission's report, and further, that the people of Western Samoa should be encouraged and assisted to assume increasing responsibilities in self-government and ultimately be accorded full self-government as soon as they were capable of assuming the responsibilities involved.

### ***Tanganyika—Petitions Concerning Former German and Italian Residents***

During its first two sessions the Trusteeship Council examined numerous petitions from Germans and some from Italians who were residents or former residents of Tanganyika, many of whom had been interned in South Africa during the war, asking that the United Nations intervene to prevent their repatriation to Germany and Italy respectively.

The representative of the United Kingdom, the administering authority, assured the Council that no German or Italian would be repatriated solely on account of his nationality, that the policy of the authorities of Tanganyika was of a selective nature, the object being the exclusion of all Germans and Italians who had at any time held Nazi or Fascist sympathies or who would be personally undesirable residents of the territory, the latter category including persons with criminal records or unable to support themselves. The United Kingdom representative also informed the Trusteeship Council that the great majority of the Italian petitioners and a considerable number of the Germans, including all the former South African Dutch nationals who had acquired German citizenship during the First World War, were being permitted to remain in, or return to, Tanganyika.

The Trusteeship Council expressed its general approval of the policy followed by the British authorities in Tanganyika and decided that under the circumstances no action by the Trusteeship Council was called for.

### ***Togoland—Petition for Unification of Ewe Tribes***

During its second session the Trusteeship Council considered a number of petitions from the All Ewe Conference, containing a request for unification under a single administration of Eweland which is at present divided between Togoland under French administration, Togoland under British administration, and the Gold Coast colony.

The Governments of France and the United Kingdom, as the administering authorities of French and British Togoland respectively, submitted to the Trusteeship Council a joint memorandum detailing economic, fiscal, and cultural measures proposed by them with a view to meeting the grievances of the Ewe people. The proposed measures were as follows:



1. instructions to local authorities to remove as far as possible obstacles which impede the movement of individuals and the transport of their personal property as well as commerce in local goods;
2. establishment of a conventional zone designed to remove all the disabilities resulting from the customs frontier, although the present system of exchange control would be retained;
3. measures to remove double taxation and to equalize the tax burden imposed upon the people of the respective territories;
4. to the maximum extent which staff and equipment will allow, the teaching of both English and French in the secondary schools of the respective territories, and the establishment of a university fund to permit exchange of especially qualified students;
5. establishment by the French and British Governments of a Standing Consultative Commission for Togoland Affairs to follow up the implementation of the above measures.

The British and French Governments considered that these measures would reduce and eventually remove the difficulties created by a frontier drawn across an area inhabited by peoples of common origin.

The representative of the Ewe people who was invited by the Trusteeship Council to make an oral statement on behalf of the petitioners declared the proposed measures to be inadequate, as they did not provide for a sufficient unification of the Ewe people by means of a single administration, a common political organization, economic unity, and a common educational system, and that therefore they would not solve the basic problem complained of by the petitioners.

On 15 December 1947, the Trusteeship Council adopted a resolution which stated that the Council realized that the existing frontiers dividing the Ewe people had been a cause of real difficulty to them. The Council therefore welcomed the measures jointly proposed by the administering authorities as an earnest and constructive initial effort to meet the immediate difficulties of the problem. It recommended that the administering authorities should assist and encourage the Ewe people to develop their capacity for self-government and that they should report to the Trusteeship Council on the measures adopted with a view to fulfilling the wishes of the Ewe people. The Council further decided that the first visiting mission to the Trust Territories of Togoland under British administration and Togoland under French administration should devote special attention to the problems complained of by the Ewe people and agreed to reexamine the whole question after receiving the visiting mission's report.

### ***Petitions Concerning Draft Convention Prepared by ILO***

The Trusteeship Council received, at its first session, two petitions, one from the International Alliance of Women, Middlesex, England, the other from the St. Joan's Social and Political Alliance, London, followed by more petitions at its second session. These concerned the draft Convention on Social Policy in Non-Metropolitan Territories, which had been prepared by the International Labor Office for the consideration of the International Labor Conference and which related, *inter alia*, to the prohibition by law of discrimination in admission to employment. The petitions complained that the draft included no reference to discrimination on grounds of sex. The

Trusteeship Council, through the Secretary-General, transmitted these petitions to the International Labor Organization for its information and requested that the Council be informed of any action which the International Labor Conference might take on the questions raised in the petitions.

By letter of 14 August 1947, the Director-General of ILO informed the Secretary-General that the petitions had been circulated to the Committee on Non-Metropolitan Territories of the International Labor Conference. The Secretary-General was asked to draw the attention of the Trusteeship Council to Article 18 of the Convention concerning Social Policy in Non-Metropolitan Territories, adopted by the International Labor Conference on 11 July 1947, which relates to non-discrimination on grounds of race, color, *sex*, belief, tribal association, or trade union affiliation, and disposes of the situation complained of in the petitions.

### ***Miscellaneous Petitions***

Other petitions received by the Trusteeship Council dealt with such varied questions as the establishment of a Jewish State in Tanganyika, international control and administration of the polar regions, international control of production and distribution of strategic raw materials, disposition of the former Italian colonies, etc. The Council decided in each case that no action by the Trusteeship Council was called for.

## **VISITING MISSIONS**

The Charter provides that in fulfilling its supervisory functions in relation to Trust Territories the Trusteeship Council may provide for periodic visits to Trust Territories at times agreed upon with the administering authority. On 28 April 1947, the Trusteeship Council asked the General Assembly to make regular provision in the budget of the United Nations for periodic visits to Trust Territories as a recurring item, on the basis of one visiting mission each year. On 29 September 1947, the Fourth (Trusteeship) Committee of the General Assembly unanimously endorsed the resolution of the Trusteeship Council and notified the Fifth (Budgetary and Financial) Committee to that effect. Hence the General Assembly, on the recommendation of the Fifth Committee, appropriated \$50,592 for 1948 for a visiting mission to Africa.

During its second session the Trusteeship Council decided that the first visiting mission to Africa should go to Tanganyika under British administration and Ruanda-Urundi under Belgian administration. The mission consists of Henri Laurentie, alternate representative of France on the Trusteeship Council, as Chairman, and representatives of Costa Rica, China, and Australia, accompanied by members of the Secretariat. Members of the mission are serving in their individual capacities, and not as representatives of their Governments. (The mission has since left.)

## **FUTURE STATUS OF SOUTH-WEST AFRICA**

With the exception of South-West Africa, all territories held under mandate from the former League of Nations have either become independent states or been placed under the International Trusteeship System.



A representative of the Union of South Africa explained to the General Assembly in January 1946 the particular circumstances of the mandated territory of South-West Africa. These circumstances were that the territory bordered on that of the administering Power, and that it was sparsely populated and unable to support itself. He stated his Government's intention of consulting the people of the territory on the form their future Government should take and undertook to report to the General Assembly on the results of this consultation.

In accordance with this undertaking the Union of South Africa reported to the second part of the Assembly's first session on the outcome of the consultations. This, it was stated, was that a majority of the inhabitants desired the incorporation of the territory in the Union of South Africa.

The General Assembly, however, decided that it could not agree to this incorporation and recommended that the mandated territory of South-West Africa be placed under the International Trusteeship System. It invited the Government of the Union of South Africa to propose for the consideration of the General Assembly a Trusteeship Agreement for the territory.

By letter of 23 July 1947, the South African Government informed the United Nations that it had decided not to proceed with the incorporation of South-West Africa in the Union but to maintain the *status quo* and to administer the territory in the spirit of the mandate. The South African Government undertook to submit reports on its administration for the information of the United Nations. The first such report was submitted to the second session of the General Assembly.

On 1 November 1947, the General Assembly resolved to maintain firmly its recommendation that South-West Africa be placed under the Trusteeship System and urged the South African Government to submit a Trusteeship Agreement, if possible in time for the General Assembly to consider it during its third session.

At the same time the General Assembly referred to the Trusteeship Council, for its observations, the report on the territory which the South African Government had submitted.

In the course of the Council's consideration of the report, a number of questions were raised. The South African Government had not availed itself of an opportunity to have a representative present while the report was being examined, but had agreed to furnish such further information as the Council might desire. Accordingly, the Council drew up a list of some fifty questions which was transmitted to the South African Government with a view to reaching conclusions regarding the report at its third session in June 1948.

## DRAFT STATUTE FOR THE CITY OF JERUSALEM

The resolution of the General Assembly of 29 November 1947, on the future Government of Palestine provided, *inter alia*, that the City of Jerusalem should be established as a *corpus separatum* under a special international regime to be administered by the United Nations. The Trusteeship Council was designated to discharge the responsibilities of the administering authority on behalf of the United Nations, and was required, within five months of the date of the Assembly resolution, to elaborate and approve a detailed statute for the City which should con-



tain, *inter alia*, the substance of certain provisions set forth in the resolution.

On 18 February 1948, the Trusteeship Council convened in the second part of its second session to examine a draft statute for the City prepared by a working committee, established by the Council during the first part of the second session, consisting of Australia, China, France, Mexico, the United Kingdom, and the United States. After a detailed examination of the draft, during the course of which it underwent considerable amendment, the Council decided, on 10 March 1948, that the draft was then in satisfactory form, but that the questions of formally approving it, and of appointing a Governor of the City, should be taken up at a subsequent meeting to be held not later than 22 April 1948. During the second part of the second session also, the Council adopted provisionally the text of instructions to be issued to the Governor of the City under the authority of the Statute; gave preliminary consideration to the rules of procedure which should guide its activities when concerned with the City's affairs; and gave attention to the necessity for some financial provision from United Nations funds for the discharge of certain responsibilities in the City during 1948 and 1949.

The Trusteeship Council reconvened on 21 April 1948 in the third part of its second session. Meanwhile, the Security Council had resolved to request the convocation of a second special session of the General Assembly to consider again the question of the future government of Palestine. In the circumstances, the Trusteeship Council transmitted to the General Assembly, for such instructions as it might see fit to give, the draft statute in the form which it had reached on 10 March 1948.

(For later development, see page 43 on Palestine.)

## Legal Questions

### INTERNATIONAL COURT OF JUSTICE

The first meeting of the Court was held on 3 April 1946. On 6 April the Court elected J. G. Guerrero, President, and J. Basdevant, Vice President. E. Hambro was chosen as Registrar and, on 18 April, J. Garnier-Coignet, Deputy Registrar. The official inaugural sitting of the Court was held on 18 April.

Arrangements were made between the Secretary-General and Carnegie Foundation for the Court to use the premises in the Peace Palace at The Hague, formerly occupied by the Permanent Court of International Justice.

The Assembly, in December 1946, on the Court's recommendation, advised that Members of the United Nations grant to the judges and to the Registrar diplomatic privileges and immunities. Other officials of the Court as well as agents and counsel of parties, and assessors, witnesses, and experts, it was recommended, should be granted such immunities and privileges as may be necessary for the independent exercise of their respective functions.

The President of the Court, in an exchange of letters with the Nether-



lands Government of 26 June 1946, reached an agreement on the privileges the Court is to enjoy in the Netherlands. This was approved by the General Assembly.

### ***Conditions under Which the Court Is Open to States Not Parties to the Statute***

These conditions were laid down by the Security Council in a resolution dated 15 October 1946. They provided that the Court would be open to States which were not parties to the Statute, on condition that they deposit with the Court's Registrar a declaration accepting the Court's jurisdiction in accordance with the Charter of the United Nations and the Statute and Rules of the Court, undertaking to comply in good faith with the Court's decisions and accepting the obligations of a Member of the United Nations under Article 94 of the Charter.

Such declarations might be either particular—accepting the Court's jurisdiction in respect of a particular case which had already arisen—or general accepting that jurisdiction in respect of all disputes or particular classes of disputes which had arisen or might arise.

The Security Council reserved the right to amend or rescind the resolution.

### ***Conditions on Which Switzerland May Become a Party to the Statute of the Court***

On 26 October 1946, the Secretary-General received a request from the Swiss Government to be informed of the conditions on which Switzerland could become a party to the Statute of the Court. On 15 November 1946, the Security Council recommended to the General Assembly that Switzerland should become a party to the Statute upon the deposit with the Secretary-General of the United Nations of an instrument containing:

1. Acceptance of the Statute.
2. Acceptance of the obligations under Article 94 of the Charter. (In this Article each Member of the United Nations undertakes to comply with the decision of the Court in any case to which it is a party. The Article further provides that if one party fails to comply with the Court's decision, the other party may have recourse to the Security Council.)
3. An undertaking to contribute to the expenses of the Court an equitable amount assessed by the General Assembly from time to time after consultation with the Swiss Government.

The General Assembly adopted these recommendations.

### ***Authorizations To Request Advisory Opinions***

On 11 December 1946, the General Assembly authorized the Economic and Social Council and on 14 November 1947 the Trusteeship Council to request advisory opinions from the International Court of Justice on legal questions arising within the scope of their activities. Certain of the specialized agencies have also been authorized to request advisory opinions in matters within the scope of their activities. (See page 26.)

## ***Need for Greater Use of the Court by the United Nations and Its Organs***

The Assembly, on 14 November 1947, adopted a resolution recommending that organs of the United Nations and the specialized agencies should review legal points which arise in the course of their work. Such points include those relating to interpretation of the Charter of the United Nations and the constitutions of the specialized agencies. If these points involve questions of principle which it is desirable to have settled, they should be referred to the Court for an advisory opinion, provided the organ or agency concerned is authorized to approach the Court.

At the same time, the Assembly drew the attention of the States which had not yet accepted the compulsory jurisdiction of the Court to the desirability of the greatest possible number of States accepting this jurisdiction with as few reservations as possible. It also drew the attention of Members to the advantage of inserting in conventions and treaties arbitration clauses providing for the submission of disputes arising from their interpretation or application as far as possible to the International Court.

The Assembly recommended that as a general rule States should submit their legal disputes to the International Court of Justice.

(For advisory opinion given by the Court to the General Assembly on the question of "Membership" see page 9.)

### ***Corfu Channel Case***

On 22 May 1947, the United Kingdom addressed an application to the International Court of Justice instituting proceedings with regard to the incidents in the Corfu Channel. (See pages 39-40.)

The claim of the Government of the United Kingdom was: (1) that the Albanian Government either caused to be laid, or had knowledge of the laying of, mines in its territorial waters in the Strait of Corfu without notifying of the existence of these mines as required by Articles 3 and 4 of the Hague Convention No. 8 of 1907, by the general principles of international law, and by the ordinary dictates of humanity; (2) that two destroyers of the Royal Navy were damaged by the mines so laid, resulting in the loss of lives of forty-four personnel of the Royal Navy and serious injury to the destroyers; (3) that the loss and damage referred to in (2) was due to the failure of the Albanian Government to fulfil its international obligations and to act in accordance with the dictates of humanity; (4) that the Court shall decide that the Albanian Government is internationally responsible for the said loss and injury and is under an obligation to make reparation or pay compensation to the Government of the United Kingdom therefor; and (5) that the Court shall determine the reparation or compensation.

On 23 July 1947, the Albanian Government deposited with the Registry of the Court a letter dated 2 July, in which it expressed the opinion that the application of the United Kingdom was not in conformity with the Security Council's recommendation of 9 April 1947 because the institution of proceedings by unilateral application was not justified by the Charter, by the Statute, or by general international law. Nevertheless, Albania stated that it fully accepted the Security Council's recommendation and was prepared, notwithstanding the irregularity in the action taken by the



United Kingdom Government, to appear before the Court. Albania made, however, most explicit reservations respecting the manner in which the case had been brought before the Court and more especially respecting the interpretation which the application sought to place on Article 25 of the Charter with reference to the binding character of the Security Council's recommendations. It emphasized that its acceptance of the Court's jurisdiction for this case could not constitute a precedent for the future.

The President of the Court fixed 1 October and 10 December 1947, respectively, as the final dates for submission of the memorial and counter-memorial.

Albania, on 9 December 1947, filed with the International Court of Justice a Preliminary Objection to the Application on the ground of inadmissibility. The Court was requested, in the first place, to place on record that, in accepting the Security Council's recommendation of 9 April 1947, the Albanian Government had only undertaken to submit the dispute to the Court in accordance with the provisions of the Statute and, in the second place, to give judgment that the Application of the United Kingdom was inadmissible because it contravened the provisions of Articles 40 and 36 of the Statute.

On 25 March 1948, the Court delivered a judgment rejecting the Albanian objection on the grounds, *inter alia*, that the Albanian Government letter of 2 July in the opinion of the Court constituted a voluntary and indisputable acceptance of the Court's jurisdiction. The Court held that the reservations stated in the Albanian Government's letter were intended only to maintain a principle and prevent the establishment of a precedent for the future. It fixed the time limits for the subsequent proceedings on the merits. The time limit for the presentation of the Albanian Rejoinder was fixed as 20 September 1948—the last of the time limits for the subsequent pleadings.

## WAR CRIMINALS

In a resolution adopted 31 October 1947, the General Assembly reaffirmed its policy on refugees and displaced persons as laid down in 1946. It also reaffirmed its resolution on the surrender and punishment, after due trial, of war criminals, quislings, and traitors.

The Assembly recommended that Member States continue to carry out their responsibilities in this connection, and that those desiring the surrender of alleged war criminals or traitors by other Members, should request it as soon as possible, supporting their requests with evidence to establish that a reasonable *prima facie* case existed as to identity and guilt.

Finally, the resolution reasserted that trials of war criminals and traitors, like all other trials, should be governed by the principles of justice, law, and evidence.

## PROGRESSIVE DEVELOPMENT OF INTERNATIONAL LAW AND ITS CODIFICATION

The General Assembly, on 11 December 1946, appointed a Committee on the Codification of International Law and directed it to study the



methods by which the Assembly should encourage the progressive development of international law and its codification.

The Assembly affirmed the principles of international law recognized by the Charter of the Nürnberg Tribunal and the judgment of the Tribunal, and directed the Committee it had set up to treat these principles as of primary importance in the formulation of a general codification of offences against the peace and security of mankind. Also referred to the Committee was a draft declaration presented by Panama on the rights and duties of States.

The Committee, in its report to the General Assembly, recommended that the Assembly should establish an International Law Commission to carry out the progressive development of international law and its eventual codification.

The Committee decided that the formulation of the Nürnberg principles, which would demand careful and prolonged study, would be better entrusted to the proposed Law Commission.

Noting that the majority of the comments and observations received on the draft declaration submitted by Panama on the Rights and Duties of States recommended postponement of the study of the substance of this question, the Committee recommended that further study of this question should be entrusted to the proposed Law Commission which should take the draft declaration presented by Panama as one of the bases of its study. (See also Genocide, page 105.)

### ***Establishment of an International Law Commission***

The General Assembly, on 21 November 1947, established an International Law Commission and adopted a statute for it. The Assembly, however, decided that the members of the Commission should be elected at its third regular session.

The International Law Commission has for its object the promotion of the progressive development of international law and its codification. The Commission will concern itself primarily with public international law.

It is to consist of fifteen members, no two of whom may be nationals of the same State, who must be persons of recognized competence in international law. The members of the Commission are to be elected by the General Assembly for a three-year term from a list of candidates nominated by Member Governments of the United Nations. Members are eligible for reelection.

The Commission may consult with the organs of the United Nations and with any international or national organizations, official or non-official, on any subject entrusted to it.

The Commission was directed by the Assembly to formulate the principles of international law recognized in the Charter of the Nürnberg Tribunal and in the judgment of the Tribunal, and to prepare a draft code of offences against the peace and security of mankind. It was also instructed to prepare a draft declaration on the rights and duties of States, taking as a basis of discussion the draft declaration on the rights and duties of States presented by Panama, and other documents and drafts on the subject.

The Secretary-General was instructed to do the necessary work for the beginning of the activity of the International Law Commission, particu-



larly with regard to the questions referred to it by the second session of the Assembly, such as the draft declaration on the rights and duties of States.

## PRIVILEGES AND IMMUNITIES OF THE UNITED NATIONS AND THE SPECIALIZED AGENCIES

The General Assembly, on 13 February 1946, approved the text of a general Convention on the Privileges and Immunities of the United Nations and proposed it for accession by each Member of the United Nations. The Convention provided, among other things, that:

- the United Nations should possess juridical personality;
- its property and assets should enjoy immunity from legal process except when that immunity was waived;
- the premises and archives of the United Nations should be inviolable and its property and assets should be free from all direct taxes and customs duties;
- the United Nations was to enjoy in the territory of each Member treatment not less favorable for its official communications than that accorded by the Government of that Member to any other Government; and
- the representatives of Members, officers of the United Nations, and experts on missions for the United Nations were to enjoy such immunities and privileges as were necessary for the independent exercise of their functions.

On 21 November 1947, the General Assembly approved a Convention on the Privileges and Immunities of the specialized agencies and proposed it for acceptance by the specialized agencies and for accession by all Members of the United Nations and by any other State member of a specialized agency.

## OFFICIAL SEAL AND EMBLEM OF THE UNITED NATIONS

The General Assembly, on 7 December 1946, adopted an official seal and emblem of the United Nations and recommended that Members should prohibit the use of the emblem, name, or initials of the United Nations without the authorization of the Secretary-General.

## UNITED NATIONS FLAG

The General Assembly, on 21 October 1947, resolved to adopt a flag of the United Nations. This flag is the official emblem adopted by the General Assembly in 1946, centered on a light blue ground. The Secretary-General was directed to draw up regulations concerning the dimensions and proportions of the flag, and was authorized to adopt a flag code, having in mind the desirability of a regulated use of the flag and the protection of its dignity.

## UNITED NATIONS DAY

At its second session, the General Assembly declared that 24 October, the anniversary of the coming into force of the Charter of the United

Nations, should be officially called "United Nations Day" and should be devoted to making known to the peoples of the world the aims and achievements of the United Nations and to gaining their support for the work of the United Nations. Member Governments were invited to cooperate with the United Nations in securing observance of this anniversary.

## TEACHING OF INTERNATIONAL LAW

The General Assembly, on 21 November 1947, adopted a resolution requesting the Governments of Member States to take appropriate measures to extend the teaching of international law in the universities and higher educational institutions of each country that are under government control or over which Governments have some influence, or to initiate such teaching where it is not yet provided.

## Administrative and Budgetary Questions

### *Supplementary Estimates for the Financial Year 1947*

On 20 November 1947, the General Assembly appropriated \$876,568 as a supplement to the original 1947 budget estimate of \$27,740,000. The additional funds were required in part for expenses in 1947 of the Balkan and Korean Commissions, which began operations immediately after being established by the Assembly.

### *United Nations Budget for 1948*

The General Assembly, on 20 November 1947, approved a budget for the United Nations financial year 1948 of \$34,825,195. The Byelorussian SSR, Czechoslovakia, Poland, the Ukrainian SSR, the USSR, and Yugoslavia abstained on the vote on the budget because the budget appropriated funds for the Interim Committee and the Korean and Balkan Commissions—bodies the creation of which they considered violations of the Charter.

### *Unforeseen and Extraordinary Expenses*

The General Assembly authorized the Secretary-General, with the prior concurrence of the Advisory Committee on Administrative and Budgetary Questions and subject to the financial regulations of the United Nations, to enter into commitments to meet unforeseen and extraordinary expenses. Such commitments were: commitments not exceeding a total of \$2,000,000 if the Secretary-General certifies that they relate to the maintenance of peace and security or to economic rehabilitation; or commitments not exceeding a total of \$75,000, if the President of the International Court of Justice certifies that they are necessary to enable the Court to hear cases away from The Hague.

### *Working Capital Fund*

The Working Capital Fund was maintained to 31 December 1948 at \$20,000,000. A number of provisions were passed by the Assembly authorizing the Secretary-General to advance from the Fund for various



contingencies, such as loans to specialized agencies, revolving fund to finance loans to certain staff members for purchase of furniture and household goods, and a sum, not to exceed \$5,000,000, for emergency assistance in 1948 to the Free Territory of Trieste at its Government's request and with the approval of the Security Council.

### ***Scale of Assessments for 1948***

The General Assembly, on 15 November 1947, approved a scale of contributions to the 1948 Budget, ranging from 0.04 percent (Costa Rica, Haiti, Honduras, Iceland, Liberia, Nicaragua, Paraguay, and Yemen) to 39.89 percent (United States). The scale assesses the contributions to the 1948 Budget of China and France at 6 percent, that of the USSR at 6.34 percent and that of the United Kingdom at 11.48 percent.

### ***Provisional Financial Regulations of the United Nations***

The Secretary-General was empowered under new Provisional Financial Regulations adopted by the General Assembly in November 1947 to accept, at his discretion, and after consultation with the Chairman of the Committee on Contributions, a portion of the contributions of Member States for the financial year 1948, in currencies other than United States dollars.

### ***Composition of the Secretariat and the Principle of Geographical Distribution***

The General Assembly on 15 November 1947, adopted a resolution which, while reaffirming the principle of securing the highest standards of efficiency, competence, and integrity in the staff as well as the importance of recruiting on the widest possible geographical basis, requested the Secretary-General to examine the present recruitment policy with a view to improving geographical distribution. He was specifically asked to take steps to engage staff members from countries not yet represented in the Secretariat, and to review the qualifications, background, and experience of the present staff with a view to replacing those who do not reach the high standards fixed by the Charter. The Secretary-General is required to present to the next regular session of the General Assembly a report of the action taken under this resolution.

### ***Tax Equalization***

The General Assembly, on 20 November 1947, resolved that Members which have not done so should take the necessary legislative action to exempt their nationals on the staff of the United Nations from national income taxation. The Secretary-General was requested to prepare and submit to the next regular session of the Assembly a "Staff Contributions Plan." Pending exemption, Members were asked to grant relief from double taxation to their nationals employed by the United Nations. The Secretary-General was invited to omit from all future personnel contracts any clause binding the United Nations to refund national income taxation in the absence of annual authorization by the General Assembly, and was authorized to reimburse staff members for national taxes paid on salaries and allowances received from the United Nations during the years 1946, 1947, and 1948.

# Headquarters of the United Nations

## *Interim Headquarters*

On the authorization of the General Assembly, the Secretary-General sent representatives to New York at the end of March 1946 to choose an interim headquarters. They decided that Hunter College was the best available site for the forthcoming meetings of the Security Council and the Economic and Social Council and its Commissions. A lease was signed on 6 March taking over the premises until 15 May 1946; this was later extended to 15 August 1946.

On 11 April 1946 the Mayor of New York offered to make available the City Building at Flushing Meadow for the General Assembly if the Secretariat would move to the Sperry Plant at Lake Success. The Mayor announced that New York City was ready to spend \$1,200,000 on the Flushing Meadow site. The offer was accepted on the same day.

A lease was taken of some 573,000 square feet of the Sperry Plant for a period of three years from 1 July 1946, and the Secretariat was moved there on 15 August 1946. The City Building at Flushing Meadow was altered for the General Assembly, which first met there on 23 October 1946. New York City contributed \$1,010,000 for the alterations to the City Building and \$900,000 for the roads and grounds.

## *Site for Permanent Headquarters*

The General Assembly, on 14 December 1946, decided to accept the offer of John D. Rockefeller, Jr., to give the United Nations \$8,500,000 to acquire land in New York City in the area bounded by First Avenue, East 48th Street, the East River, and East 42nd Street. Certain adjacent parcels of land which were not available to Mr. Rockefeller have been given to the United Nations by the City of New York. The General Assembly requested the Secretary-General, with the assistance of an advisory committee, to take steps for the preparation of the necessary plans and estimates for the establishment of the permanent headquarters and to submit them to the General Assembly for consideration at its next regular session.

The General Assembly authorized the Secretary-General to negotiate and conclude with the appropriate authorities of the United States of America an agreement concerning the arrangements required as a result of the establishment of the permanent headquarters of the United Nations in the City of New York.

## *Agreement between United Nations and United States*

The Secretary-General signed with the Secretary of State of the United States of America on 26 June 1947 an Agreement between the United Nations and the United States regarding the headquarters of the United Nations. On 31 October 1947, the General Assembly approved this Agreement and authorized the Secretary-General to bring it into force (by an exchange of notes between the Secretary-General and the appropriate executive officer of the United States, duly authorized pursuant to appropriate action of the Congress). He was further authorized to perform on behalf of the United Nations such acts or functions as may be required by that Agreement. The Agreement entered into force on 21 November 1947.



## ***United States Loan***

On 20 November 1947, the General Assembly authorized the Secretary-General to negotiate with the United States Government a \$65,000,000 interest-free loan for the construction of the permanent headquarters of the United Nations. The resolution stated that the loan should be for a term of not less than thirty years and should be repayable in annual instalments from the ordinary budget of the United Nations, the first payment to be made from the budget for 1951.

The resolution authorized the Secretary-General to proceed with the construction and furnishing of the headquarters as soon as the loan agreement was completed. He is also entitled to make any modifications to the plans which he may find necessary, provided he does not exceed the total expenditure authorized by the Assembly.

An Advisory Committee was established to assist the Secretary-General in his task.

## Part Three

### THE SPECIALIZED AGENCIES

The Charter of the United Nations provides that "the various specialized agencies, established by intergovernmental agreement and having wide international responsibilities . . . in economic, social, cultural, educational, health, and related fields" are to be brought into relationship with the United Nations.

This is done by individual agreements negotiated by the Committee on Negotiations with Intergovernmental Agencies established for this purpose by the Economic and Social Council. The agreements are then submitted to the Economic and Social Council, and have finally to be approved by the General Assembly. They also must be approved by the appropriate organ of the specialized agency concerned.

Agreements with the following agencies came into force on the dates indicated:

International Labor Organization (ILO)—14 December 1946

Food and Agriculture Organization of the United Nations (FAO)—14 December 1946

United Nations Educational, Scientific, and Cultural Organization (UNESCO)—14 December 1946

International Civil Aviation Organization (ICAO)—13 May 1947

International Bank for Reconstruction and Development (Bank)—15 November 1947

International Monetary Fund (Fund)—15 November 1947

Agreements negotiated with the following three agencies were approved by the General Assembly on 15 November 1947:

Universal Postal Union (UPU)—the agreement, also approved by the Twelfth Congress of UPU, was to come into force on 1 July 1948, at the same time as the revised UPU Convention.

International Telecommunication Union (ITU)—the agreement, also approved by the Plenipotentiary Conference of ITU, will come into force on 1 January 1949, at the same time as the revised ITU Convention.

World Health Organization (WHO)—the agreement, negotiated with the Interim Commission of WHO, was to come into force when approved by the World Health Assembly, scheduled to convene for its first session on 24 June 1948.

[The Agreement was subsequently approved by the World Health Assembly on 10 July 1948.]

Negotiations have been authorized by the Economic and Social Council with the following agencies:



International Refugee Organization (IRO) or its Preparatory Commission

World Meteorological Organization (WMO)

International Trade Organization (ITO) or its Interim Commission

Intergovernmental Maritime Consultative Organization (IMCO) or its Preparatory Committee

The agreements bringing the agencies into relationship with the United Nations provide, among other matters, for reciprocal representation in meetings between the United Nations and the specialized agencies, for the proposal of agenda items, the exchange of information and documents, uniformity of personnel arrangements, coordination of statistical services, and budgetary and financial arrangements. Each agency has agreed to consider any recommendations made to it by the United Nations and to report on the action taken to give effect to these recommendations. Each agency has agreed to assist the Security Council in carrying out its decisions, to assist the Trusteeship Council, and to cooperate with regard to non-self-governing territories.

In order to implement the provisions of the agreements and to avoid duplication and overlapping of activities, the Economic and Social Council has established a Coordination Committee composed of the Secretary-General and the chief officers of the specialized agencies brought into relationship with the United Nations.

Also to avoid duplication of work, the Secretariat has compiled a "Directory of Economic and Statistical Projects," undertaken or planned by the United Nations and the specialized agencies.

The material on the following pages is intended to give in summary form an explanation of how each specialized agency came into being, what it does, and an indication of some of its main activities. The membership of each agency is given in the table on pages 190-193. The addresses of each agency are given on pages 186-188.

## **International Labor Organization (ILO)**

### **1. FUNCTIONS**

The International Labor Organization aims at contributing to the establishment of universal and lasting peace through the promotion of social justice.

For the improvement of social and economic conditions, the ILO, under the terms of its Constitution, promotes:

1. the regulation of hours of work, including the establishment of a maximum working day and week;
2. the regulation of the labor supply and the prevention of unemployment;
3. the provision of an adequate living wage;
4. the protection of the worker against sickness, disease, and injury arising out of his employment;
5. the protection of children, young persons, and women;
6. provision for old age and injury;
7. protection of the interests of workers when employed in countries other than their own;

8. recognition of the principle of equal remuneration for work of equal value;
9. recognition of the principle of freedom of association;
10. the organization of vocational and technical education.

As stated in the Declaration of Philadelphia, adopted by the International Labor Conference in 1944, and later annexed to the ILO Constitution, "all human beings, irrespective of race, creed, or sex, have the right to pursue both their material well-being and their spiritual development in conditions of freedom and dignity, of economic security and equal opportunity." The Declaration reaffirms these principles: that labor is not a commodity; that freedom of expression and of association are essential to sustained progress; that poverty anywhere constitutes a danger to prosperity everywhere; and that the war against want requires to be carried on with unrelenting vigor within each nation. The Declaration recognizes the obligation of the Organization to further among the nations of the world programs designed to achieve:

1. full employment and the raising of standards of living;
2. the employment of workers in occupations where they can make fullest use of their skill;
3. the provision of facilities for training and the transfer of labor;
4. policies on wages, hours, and conditions of work "calculated to insure a just share of the fruits of progress to all," and a minimum living wage;
5. recognition of the right of collective bargaining, and cooperation of management and labor in improving productive efficiency and in applying social and economic measures;
6. extension of social security measures;
7. adequate protection of life and health of workers in all occupations;
8. provision for child welfare and maternity protection;
9. provision of adequate nutrition, housing, and facilities for recreation and culture;
10. equality of educational and vocational opportunity.

To attain these objectives, the ILO brings together representatives of labor, management, and Governments to set minimum standards for all its members.

## 2. ORIGIN

ILO was established in 1919 as an autonomous institution associated with the League of Nations. Its original constitution formed part of the Treaty of Versailles and other Treaties of Peace.

## 3. ORGANIZATION

The functions of ILO are carried out by three main organs—the International Labor Conference, the Governing Body, and the International Labor Office headed by a Director-General.

The Conference, which usually meets annually, is the policy-making body of the Organization. It is composed of national delegations comprising two government delegates and one delegate each representing management and labor.

The Governing Body, which meets quarterly, is the executive council of



the Organization. It is composed of 32 members—16 representing governments (8 are appointed by the 8 states of chief industrial importance; the other 8 are elected by government delegates to the Conference excluding the 8 members mentioned above); 8 representing management, and 8 representing workers (which are elected, respectively, by management and worker delegates to the Conference). The Governing Body appoints the Director-General and supervises the work of the International Labor Office and of the various Committees and Commissions of the ILO, which function in such fields as the application of conventions; the problems of maritime workers, salaried employees, and professional workers; agriculture; social security; accident prevention; industrial hygiene; women's work; juvenile work; recreation; social policy in non-metropolitan territories; migration; international development works; statistics; and indigenous labor.

Although the International Labor Conference before 1945 devoted special attention at times to the problems of particular industries, such as coal mining, textiles, and transport, ILO generally drew up its international regulations for industry as a whole. The Organization recognized the need for new machinery to deal with the specific labor and social problems of individual industries of great international importance. It therefore set up, in 1945, Industrial Committees which bring together representatives of governments, management and labor.

Industrial Committees have been established for coal mining, inland transport, iron and steel, metal trades, textiles, petroleum production and refining, chemicals, and building, civil engineering, and public works.

The International Labor Office provides the secretariat of the Conference and the Governing Body. It collects and distributes information on all subjects within the Organization's competence.

The Director-General of the International Labor Office is Edward Phelan (Ireland), to be succeeded on 1 September 1948 by David A. Morse (United States).

The budget of the Organization for the calendar year 1948 totalled \$4,449,295.

#### 4. ACTIVITIES

Since its establishment, the ILO has played a leading role in promoting the improvement of labor conditions throughout the world.

From 1919 to 30 April 1948, 30 regular sessions of the International Labor Conference and 104 sessions of the Governing Body have been held. Five of its Conference sessions were concerned exclusively with improving social conditions in the maritime industry. The first Conference of the Organization was held at Washington, D.C., in 1919, and the second at Genoa, Italy, in 1920. Thereafter, until 1939, sessions of the Conference were held at the Organization's seat at Geneva. In 1940, in order to insure that the International Labor Office should be able to continue to function freely, the working headquarters of the Organization were established in Montreal.

Throughout the war years, ILO devoted its energies to assisting the cause of the United Nations. A special Conference of the Organization, which marked the first large-scale meeting of Allied representatives since the outbreak of war, was held in New York in 1941, and a series of seven meetings of United States and Canadian representatives concerned with man-

power mobilization problems was organized during 1941 and 1942. A meeting of the Governing Body was held in 1941, a session of the Emergency Committee of the Governing Body in 1942, and regular Governing Body sessions were resumed in 1943.

Regular sessions of the Conference were resumed in 1944 at Philadelphia. At this session, ILO began to give thought to its postwar status, policy, and program and adopted the Declaration of Philadelphia previously mentioned. The Conference met again at Paris in 1945, at Seattle and Montreal in 1946, and at Geneva in 1947. The thirty-first regular session of the Conference was scheduled to convene on 17 June 1948 at San Francisco.

The ILO Constitution was amended by the Paris session in 1945 and again in 1946 by the Montreal session in order to strengthen the procedure for insuring a strict application of conventions adopted by ILO, to make the Organization independent of the League of Nations machinery, and to enable it to cooperate more fully with the United Nations.

After the war, ILO gradually brought its activities back to their prewar level; the Organization again began working towards the improvement of the working conditions of seafarers, agricultural workers, salaried employees, and professional workers and towards the improvement of the conditions in non-self-governing territories. ILO also found it necessary to extend its activities to meet regional needs and to deal with the particular problems of specific industries.

### ***Conventions and Recommendations***

Decisions of the Conference mainly take the form of Conventions and Recommendations, which require a two-thirds majority of the Conference for adoption.

Under the ILO Constitution, a member is required to bring a Convention adopted by the Conference to the attention of its competent national authority for possible ratification. If a country ratifies a Convention, it assumes an obligation to apply the provisions of that Convention to all the territories under its administration, including non-self-governing territories; it also assumes an obligation to report annually on the measures it has taken to bring its legislation into line with these provisions. When ratified, Conventions become binding international instruments, similar to treaties.

In regard to Recommendations, member countries are under the obligation to consider them with a view to giving effect to their provisions by legislation or other action.

Members of the Organization are required to report periodically on the position of their law and practice in relation to unratified Conventions and Recommendations.

Collectively, the Conventions and Recommendations form an International Labor Code which embodies international standards of policy. Conventions and Recommendations have been adopted on such subjects as: employment and unemployment (employment services, national development schemes, provision for unemployment, the organization of employment during the transition from war to peace); general conditions of employment (wages, hours of work, weekly rest periods, and annual holidays with pay); the employment of children and young persons (age for admission to employment, medical examination for fitness for employment, vocational training and apprenticeship, night work); the employment of



women (maternity protection, night work, employment on unhealthy work); industrial health, safety, and welfare; social security; industrial relations; labor inspection; maritime labor; social policy in non-metropolitan territories; migration; and statistics.

In June 1946, an important precedent was set with the adoption of a Convention fixing an international minimum wage for seamen; this forms part of an International Maritime Code embodying 24 Conventions.

As of 30 April 1948, a total of 86 Conventions and 82 Recommendations have been adopted by the Conference. The Conventions have received a total of 971 ratifications; 56 Conventions are at present in force.

## ***Publications***

The International Labor Office collects and analyzes information from all parts of the world and makes it available in publications and in response to enquiries.

The *International Labor Review*, the *Official Bulletin*, the *Legislative Series*, the *Industrial Safety Survey*, the *Yearbook of Labor Statistics*, *Minutes of the Governing Body*, and *Documents of the International Labor Conference* are among the publications periodically issued by the International Labor Office. In addition, the Office publishes special studies and reports covering a wide range of social and economic questions.

## ***Advisory Missions***

Member Governments became increasingly aware of the value of having at their disposal information concerning the law and practice of other countries whenever proposals for new legislation or amendments of existing legislation in their own country were under discussion. This was true of industrially advanced countries with long experience in labor legislation and administration as well as of underdeveloped countries. ILO has consequently been asked to send advisory missions to many of its member countries to advise them on general labor laws and the organization of national labor departments. These missions are generally composed of one or more officials of the International Labor Office. Examples of the work done by these missions follow.

As a result of an ILO mission sent to Venezuela to advise in drafting a labor code, the Government of that country began consulting employers' and workers' organizations concerning the preparation and administration of Venezuelan social legislation.

In 1944 an ILO official was sent to Algiers to assist in drafting social legislation on such questions as occupational organizations, works councils, etc.

On the basis of a survey made by ILO experts in Greece during October and November 1947, the International Labor Office, in April 1948, published a report which recommended to the Greek Government extensive revision of the laws and regulations governing the organization of employment, conditions of employment, social insurance services, trade unions, and administrative services.

Other missions assist and advise governments with respect to specific technical questions, such as social insurance, employment and migration, labor inspection, and industrial health.

In 1936, for example, an ILO official visited the United States to advise



regarding certain technical problems arising out of the new U.S. Social Security Act.

An ILO official sent to Bolivia in 1940 drew up a general program for the introduction in that country of compulsory insurance for workers in mines and industrial undertakings against various social risks.

Late in 1947, an official visited Colombia to advise on the administrative measures required to put into operation the Colombian Social Insurance Act of 1946.

In 1938 an ILO official assisted the Government of Venezuela in establishing a Technical Institute for Immigration and Land Settlement.

An official sent to Ottawa in 1938 assisted the Canadian Government in preparing unemployment insurance legislation which was later enacted.

In 1939 an ILO official assisted the Egyptian Government in studying the best methods for supervising the health of industrial workers.

### ***Regional Activities***

In order to give more detailed attention to the problems of particular areas than is possible at a general session, ILO has called a number of regional conferences.

As early as 1936 it began to hold regional conferences to deal with the special problems of the American continent, and especially of Latin America. The first Conference of the American States members of the ILO met in Santiago, Chile, in January 1936; the second in Havana in December 1939; and the third in Mexico City in April 1946.

The Santiago and Havana conferences adopted important resolutions concerning social insurance, the protection of children and young persons, the employment of women, and similar questions; these resolutions have exercised a considerable influence on the development of social legislation and administration in the American countries and have furnished a basis for much of the work done by advisory missions of ILO in Latin America.

The Mexico City Conference studied industrialization, immigration, relationship between wages and prices, and the living conditions of the people in Latin America. It made practical suggestions for vocational training and labor inspection in countries in early stages of industrialization. It adopted resolutions on industrial relations, recommending freedom of association and the protection of the right to organize and to bargain collectively. The conference recommended, through the ILO Governing Body, that the Economic and Social Council of the United Nations study, in cooperation with ILO and other interested agencies, the most efficient methods of facilitating the process of industrialization in Latin American countries. The conference further indicated the measures which it considered appropriate to achieve industrialization, such as public and private investment and credits, the development of natural resources, and an adequate system of customs tariffs.

A fourth Conference of American States members of ILO is to be held in Montevideo early in 1949 to consider the question of industrialization, conditions of life and work, conditions of employment of agricultural workers, and the adjustment of labor disputes.

The work of these conferences in the Americas has been supplemented by that of the Inter-American Conference on Social Security, which co-operates closely with the ILO to promote social security in the Americas.



The first session of the Conference was held at Santiago, Chile, in 1942; and the second session was held at Rio de Janeiro in 1947.

ILO regional activities in Asia and the Far East and in the Near and Middle East to deal with the specific problems of those areas began in 1947.

A Preparatory Asian Regional Conference met at New Delhi in October–November 1947, prior to the first Asian Regional Conference which is to meet in China in 1949. The Preparatory Conference proposed measures to improve the social and economic conditions in Asia. It set forth the economic policies necessary for the attainment in Asia of the social objectives of ILO. Through the ILO Governing Body, the Conference called to the attention of the Economic and Social Council, the Economic Commission for Asia and the Far East, FAO, and ITO the need for the provision of industrial employment for excess agricultural population, expansion of agricultural production, fair distribution of agricultural income, and fair terms of exchange for export of primary products. It also suggested measures to improve existing conditions by international action.

A regional meeting for the Near and Middle East, held in Istanbul in November 1947, made recommendations concerning labor policy, social security, and conditions of life and work of the agricultural worker in this area. It also recommended measures to improve agricultural output and nutrition, the production of consumer goods, health, housing, and other measures designed to raise the standards of living in the Near and Middle East. As in the case of the New Delhi Conference, these measures require coordinated action by various other international organizations.

### ***Other Activities***

The sixth International Conference of Labor Statisticians, which was held in Montreal in August 1947, adopted a number of resolutions concerning the international standardization of statistics on employment, unemployment, and the labor force; cost of living; and industrial injuries.

The question of freedom of association was considered by the ILO at the request of the Economic and Social Council of the United Nations. The question was discussed by the ILO Conference in 1947. The report of the Conference lays down the fundamental principles on which freedom of association must be based and proposes measures for safeguarding this freedom. The Conference also provided that the question be placed on the agenda of its 1948 session for the adoption of one or more conventions to insure the exercise of the right of freedom of association and the protection of the right to organize without fear or restraint. A draft convention on the subject has been circulated to ILO member Governments by the International Labor Office; the convention was to be voted on by the thirty-first session of the ILO Conference, scheduled to convene on 17 June 1948 at San Francisco.

## **Food and Agriculture Organization of the United Nations (FAO)**

### **1. FUNCTIONS**

The Food and Agriculture Organization of the United Nations is an association of nations pledged to improve the living standards and nutrition of their peoples.

FAO's program is built around these basic beliefs:

Two thirds of the world's people are undernourished, and their health could be vastly improved if they were able to get enough of the right kinds of food.

The farmers of the world—two thirds of its population—could produce enough to nourish the whole world well if they used the best agricultural methods.

The increased production and efficient distribution of food and agricultural products would mean better employment opportunities and higher living levels for both producers and consumers.

FAO carries out its objectives by: (1) giving technical advice and assistance to countries requesting it; (2) by promoting action by member Governments and other international organizations, and (3) by collecting and issuing information (see below).

## 2. ORIGIN

The first steps in establishing FAO were taken when the United Nations Conference on Food and Agriculture, attended by representatives of forty-four nations, met at Hot Springs, Virginia, in May 1943 at the invitation of President Franklin D. Roosevelt. On the recommendation of the Hot Springs Conference, the United Nations Interim Commission on Food and Agriculture was set up in July 1943. It prepared a constitution and report on the suggested structure and functions of FAO.

When more than twenty governments had indicated acceptance of the proposed constitution, the first session of the FAO Conference was convened at Quebec, Canada, in October 1945. Forty-two nations became charter members.

## 3. ORGANIZATION

The policy-making body of FAO is the Conference, composed of one representative from each member nation. Each nation has one vote in the Conference, which meets at least once each year.

Between sessions of the Conference the Council of FAO (also known as the World Food Council) supervises the work of the Organization. The Council consists of eighteen member nations elected by the Conference. It keeps the world food and agriculture situation under constant review and makes whatever recommendations it considers necessary to member governments, international commodity authorities, and other specialized international agencies. The Council also directs the policy of the International Emergency Food Committee, which recommends the allocation of agricultural commodities in short world supply.

The staff of FAO is headed by a Director-General chosen by the Conference. Sir John Boyd Orr (United Kingdom), the first Director-General, served from October 1945 to June 1948. He was succeeded by Norris E. Dodd (United States), who was elected at a special session of the Conference held in Washington in April 1948, to serve until 1950.

Five technical divisions of the FAO secretariat are now fully organized: Agriculture; Economics, Marketing, and Statistics; Forestry and Forest Products; Fisheries; and Nutrition. The nucleus for a sixth division—Rural Welfare—has been established. These divisions provide a wide range of



fact-finding and advisory services. Standing advisory committees of world experts offer technical guidance on the work of these divisions.

FAO has regional offices at Rome, Italy, and at Cairo, Egypt. Plans to establish offices in the Far East and Latin America are well advanced.

National FAO Committees, set up by forty-five member countries as of May 1948, serve as the primary points of contact between FAO and governmental and non-governmental agencies.

The FAO budget is limited to \$5,000,000 U.S. a year, for the first five years.

#### 4. ACTIVITIES

##### *Technical Advice and Assistance*

One of FAO's means of achieving its aims is to give technical advice and assistance to governments. Much of the technical assistance rendered so far by FAO was made possible by a grant of over \$1,000,000 from UNRRA. Under the FAO/UNRRA agreement (February 1947) these funds were to be used for agricultural advisory services in countries formerly receiving UNRRA aid. These services are being continued through 1948 in Austria, China, Czechoslovakia, Ethiopia, Greece, Hungary, Italy, Poland, and Yugoslavia.

*Missions.* The FAO Mission for Greece (May–August 1946) spent three months in that country studying the best ways of restoring and improving Greek agriculture. The full *Report of the FAO Mission for Greece*, which was published in March 1947, recommended a comprehensive twenty-five-year development program based on the full-scale development of water resources.

The full *Report of the Mission for Poland* was published in May 1948. The Mission, comprising ten agricultural scientists, spent nine weeks in Poland last summer exploring the possibilities of increasing agricultural output and providing the people with an adequate diet. The Mission concluded, among other things, "that food production in Poland can be increased as much as 50 percent above prewar levels in a few years if the Government gives support to the policies recommended . . . and if farmers are encouraged and assisted to adopt improved practices."

In January 1948, a Mission of eight agricultural specialists went to Siam to advise that country on the best methods of growing more rice and increasing exports, developing and controlling water supplies, improving statistical services and the marketing and distribution of farm products, and getting full benefit from Siam's great forest stands.

Three agricultural scientists formed the FAO Mission for Venezuela which went to that country in January 1948. The Mission studied the possibilities of exploiting industrially the wild oil-bearing palm nuts and introducing cultivated oil-seed plants that will thrive under Venezuelan conditions.

*Statistical Training Schools.* FAO is holding technical training schools for statisticians, to assist governments to set up sound statistical services prior to the taking of the 1950 World Census of Agriculture. In December 1948, an FAO technician was sent to the Near East to assist governments there to improve statistical services. He then went to Baghdad, Iraq, where he held a training school for statisticians during March and April 1948. Also in 1948, FAO will hold a similar training school in Mexico, and will assist the Chinese Government to conduct its own training school.



*Expert Assistance.* Livestock: A Program for the control of rinderpest disease in cattle, which has long been a major scourge in Asia and Central Africa, has been started by FAO. A new rinderpest vaccine developed during the war is being produced in small quantities at a laboratory in Nanking, China, under the direction of an FAO expert. A thorough survey of the rinderpest situation in Siam was carried out by a specialist on the FAO Mission for Siam early this year. As a result of this survey, FAO is working for the establishment of a central Far Eastern Veterinary Group to lead the fight against this disease. An FAO veterinarian was sent to Ethiopia in 1948 to assist laboratory workers there to produce vaccines against rinderpest and other animal diseases, and establish a country-wide veterinary service.

To provide European veterinarians with recent information that could be used to improve the production of vaccines and serums in their laboratories, FAO held a demonstration school at laboratories of the Ministry of Agriculture and Fisheries in England last summer. Advances in virus research and methods of laboratory diagnosis were also taught.

An FAO artificial livestock insemination school was held in Italy in 1947.

Seeds: An FAO hybrid corn (maize) school, held in Italy in 1947, demonstrated the latest corn-breeding techniques to scientists from nine European nations. More recently, FAO arranged for hybrid corn seed to be sent to experimental stations in sixteen countries, including the leading corn-producing countries of Europe.

Since the early spring of 1948, FAO has been sending seed samples of newly-developed or improved varieties of crops to Austria, Czechoslovakia, Hungary, Italy, Poland, Yugoslavia, and China. Seeds of trees, vegetables, forage crops, grasses, legumes, potatoes, sugar beets, cereals, sorghum, sunflower, soybeans, and flax had already been sent by June. This seed will enable plant breeders in the different countries to begin experimental work that should lead to the improvement of native crops and the use of new ones, with the objective of increasing food production.

Insect Control: An entomologist was sent to Poland in the summer of 1947 to assist in the control of insects attacking crops. The Polish Government has followed up the work of the FAO entomologist by establishing an office for research on methods of control of the Colorado beetle—a leading potato pest. The entomologist for Egypt advised the Egyptian Government on the best methods of controlling rats, insects, and fungi that destroy stored foods.

Preserving Food: Demonstrations on the use of equipment and latest methods in food preservation were given in 1947 in Czechoslovakia, Greece, and Italy. A refrigeration engineer was sent to Czechoslovakia in 1947 to help officials of the Ministry of Food to review the final plans for the construction of large refrigeration plants for fruit, vegetables, meat, and fish.

Timber: FAO has established a Forestry and Forest Products office at Geneva to provide technical assistance on European timber problems. This office also directs the secretariat of the Timber Committee of the Economic Commission for Europe. In January 1948, the FAO/ECE Timber Committee, in cooperation with the ECE, reached agreements on timber buying limits for 1948, and on further substantial increases in export supplies during 1948–49 in exchange for coke, timber production equipment, and credits.



Fisheries: FAO has two fisheries specialists in the field, one attached to the European Bureau in Rome, and the other based at Singapore. The European specialist is paying special attention to the problem of marketing and distribution of fish in Europe. The specialist in Southeast Asia will act as secretary of the proposed Indo-Pacific Fisheries Council, which will develop the proper use of the aquatic resources in this area.

Nutrition: FAO is maintaining close liaison with the United Nations International Children's Emergency Fund and acts in an advisory capacity in matters concerned with the UNICEF procurement of food and feeding programs. In Europe, an FAO staff member is acting as chief nutritional consultant to UNICEF. Another staff member has been working in Greece since 1947 as FAO nutrition consultant to the Greek Government. An FAO specialist in crop production is also attached to the FAO Near East Regional Office in Cairo, Egypt.

Food Supply in the Near East: Four FAO technicians were sent to the Near East in December 1947 to assist governments there to develop irrigation and drainage projects, and improve animal husbandry and crop output.

### ***Stimulating International Action***

Through its annual Conference, meetings of the Council, and technical conferences, FAO promotes action by member Governments and other international organizations.

*The Emergency Food Shortage.* FAO was created as a long-term Organization, but the seriousness of the world food situation early in 1946 led the Director-General to call a Special Meeting on Urgent Food Problems to deal with the emergency in 1946-47 and also in 1947-48.

This meeting, held in May 1946 in Washington, D.C., resulted in the creation of the International Emergency Food Council, staffed by FAO and housed at FAO headquarters. The principal function of this body, to allocate short food supplies for the duration of the emergency, was transferred on 1 January 1948 to the International Emergency Food Committee, operating under the Council of FAO.

Recognizing the need for longer-term efforts toward preventing both shortages and surpluses, the Director-General, Sir John Boyd Orr, proposed the establishment of a World Food Board: (1) to develop and organize production, distribution, and utilization of the basic foods to provide diets on a health standard for peoples of all countries; and (2) to stabilize agricultural prices at levels fair to producers and consumers alike.

These objectives were approved at the second session of the FAO Conference, held in Copenhagen, Denmark, in September 1946. On its recommendation, a Preparatory Commission on World Food Proposals, comprising seventeen nations, met in Washington in October 1946. The Commission reaffirmed the Copenhagen objectives and recommended coordinated national efforts and international agreements for individual commodities as the most practicable course under prevailing world conditions. The Commission also recommended establishment of a Council of FAO (World Food Council) to coordinate this work between sessions of the full FAO Conference, as well as to direct the affairs of the Organization itself.

The third session of the FAO Conference, held at Geneva, Switzerland, in August 1947, on the recommendation of the Preparatory Commission



established the Council of FAO and decided to make a comprehensive review of the food and agriculture situation and the programs and plans of member Governments at each annual session of the Conference.

The Council of FAO held its first two sessions in November 1947 and in April 1948 in Washington.

In 1947, FAO sponsored a Special Conference on Cereals held in Paris, at which leading agricultural officials of forty nations made recommendations to governments aimed at better use of existing supplies of cereals in deficit countries and increased exports from surplus countries.

*Forests and Forest Products.* The International Timber Conference, held at Marianske Lazne, Czechoslovakia, in April-May 1947, considered the shortage of wood that is impeding Europe's rebuilding efforts and recommended a program for overcoming the shortage. Consideration was given to long-range problems as well as the current emergency. Complying with a recommendation of the Conference, all the major timber-producing countries of Europe which attended the Conference increased their output and exports by ten percent in 1947. As a result, the timber-importing nations of Europe and the Mediterranean area received 2.7 million standards of softwood in 1947, an increase of roughly one million standards over 1946.

A program for the development of the forestry resources of Latin America was approved at a Latin American Forestry and Forest Products Conference at Teresopolis, Brazil, in April 1948.

*Near East Food Supply.* Agreement on plans for increasing the food supply of the countries of the Near East was reached at a conference of representatives of the nations of that region at Cairo, Egypt, in February 1948.

*Rice.* A Rice Study Group met at Trivandrum, India, in May 1947 to discuss methods of increasing rice production. On its recommendations an International Rice Conference was convened at Baguio, the Philippine Republic, in March 1948. The Rice Conference recommended the establishment of an International Rice Council, which was approved by the Council of FAO at its second session. The Rice Council's function is to bring about cooperative action on rice production, conservation, distribution, and consumption.

*Fisheries Council.* Representatives of eight FAO member nations meeting at Baguio in February 1948 drew up a draft agreement for the Indo-Pacific Fisheries Council. The purpose of the Council will be the development and proper utilization of living aquatic resources in the Indo-Pacific areas. FAO will provide the secretariat of the Council. Four interim committees, dealing with biology, hydrology, taxonomy, and technology, were established prior to the formation of the Council. The Council will come into effect on acceptance of the agreement by five member governments.

*Nutrition in the Far East.* A Nutrition Conference, convened at Baguio concurrently with the Fisheries Conference, studied means for the retention of nutrients in rice, the comparative nutritional value of different varieties of rice, methods of determining the thiamine content of rice, and methods of improving rice diets.

*World Census of Agriculture.* Meetings were held in London and Rome in 1947 to consider the program for the taking of the 1950 World Census of Agriculture by member governments. Each country will publish the results of its own Census, and FAO will publish only comparable results



for certain products. In connection with this Census, FAO is conducting training schools for statisticians in various countries.

### ***Acting as a World Clearing House for Information***

FAO collects and analyzes information and issues statistics and technical reports within its fields of interest, including periodic appraisals of the world food situation.

A *World Food Survey* which formed the basis for much of FAO's later work was completed by a group of FAO specialists in the summer of 1946. Its aim was to present as clear a picture as possible of the world food situation in the years just before the war. The survey, indicating food production and consumption, together with consumption targets for the future, was presented to member governments at the second session of the FAO Conference.

*Yearbooks.* The 1947 *Yearbook of Food and Agricultural Statistics* has been published, and yearbooks on forest products and fisheries statistics are being completed. Current statistics are issued periodically to supplement those in the yearbooks.

*Commodity Studies.* A special *Commodity Series* of bulletins on wheat, livestock and meat, poultry and eggs, dairy products, and vegetables and fruits have been published, and *A Salted Fish Study* has been issued to governments.

*Special Studies.* Studies on *Breeding Livestock Adapted to Unfavorable Environments*, *Soil Conservation, Using Salty Land*, *Preservation of Grains in Storage*, and a *World Fiber Survey* have been published.

*Annual Review.* Plans were made at the third session of the FAO Conference, held at Geneva, Switzerland, in September 1947, for making a comprehensive review of food and agriculture a regular part of each succeeding annual session.

*Interpretative Periodicals.* In 1948 a quarterly magazine, *The Economic Review of Food and Agriculture*, was established to provide current reports and interpretations of important aspects of the world food and agricultural situation. A bimonthly magazine, *Unasylva*, also provides information of a semi-technical nature on the current forestry situation.

## **United Nations Educational, Scientific, and Cultural Organization (UNESCO)**

### **1. FUNCTIONS**

The purpose of the United Nations Educational, Scientific, and Cultural Organization, as defined in its Constitution, is to "contribute to peace and security by promoting collaboration among the nations through education, science, and culture in order to further universal respect for justice, for the rule of law, and for the human rights and fundamental freedoms" for all, which is affirmed by the Charter of the United Nations.

To realize this purpose, UNESCO

1. collaborates in the work of advancing mutual knowledge and understanding of peoples through all means of mass communication;
2. gives fresh impulse to popular education and to the spread of culture;

3. maintains, increases, and diffuses knowledge.

In carrying out these functions, UNESCO works with the United Nations and the other specialized agencies, with national groups and individuals, and with international non-governmental agencies through working agreements and grants-in-aid.

## 2. ORIGIN

A Conference for the Establishment of an Educational, Scientific, and Cultural Organization of the United Nations was convened by the Government of the United Kingdom in association with the Government of France, and met in London from 1 to 16 November 1945.

It was attended by representatives of forty-four governments and by observers from a number of international organizations. After considering a draft constitution prepared by the Conference of Allied Ministers of Education, a draft submitted by the French Government, and other proposals, the Conference drew up the Constitution of UNESCO. It also established a Preparatory Educational, Scientific, and Cultural Commission to function until UNESCO came into being. The Conference decided that the seat of UNESCO should be in Paris.

The Preparatory Commission, during its one-year existence, made arrangements for the first session of the General Conference of UNESCO. It took steps to meet some of the most urgent needs of educational, scientific, and cultural reconstruction in devastated areas.

UNESCO came into being on 4 November 1946, when the instruments of acceptance of twenty signatories of its Constitution had been deposited with the Government of the United Kingdom.

The first session of the General Conference of the new Organization met in Paris from 19 November to 10 December 1946.

## 3. ORGANIZATION

The organs of UNESCO are a General Conference, an Executive Board, and a Secretariat.

The General Conference, which meets annually, consists of representatives of all the members of the Organization. It determines the policies and the main lines of work of UNESCO. It may summon international conferences on education, the sciences and humanities, and the spreading of knowledge.

The Executive Board, which meets at least twice a year, consists of eighteen individuals elected by the General Conference. Under the authority of the General Conference, the Board is responsible for the execution of the program adopted by the Conference.

The Secretariat is responsible for implementing the program of action. It is headed by a Director-General nominated by the Executive Board and appointed by the Conference.

The first Director-General, appointed by the General Conference in November 1946, is Julian Huxley (United Kingdom).

National Commissions, composed chiefly of representatives of non-governmental organizations, are being set up in each of the member States to act as liaison groups between UNESCO and the educational, scientific, and cultural life of their own countries.



The budget of UNESCO for the calendar year 1948 amounts to \$7,682,637. A revolving fund of \$3,000,000 was created by the first session of the Conference.

#### 4. ACTIVITIES

At the present time (May 1948) the program of UNESCO falls under six broad headings: reconstruction, communication, education, cultural interchange, human and social relations, and natural sciences.

##### ***Reconstruction***

Work in the field of reconstruction is concerned with encouraging and assisting the restoration of the educational, scientific, and cultural life of countries which were devastated by the war. To carry out this task UNESCO works through the Temporary International Council for Educational Reconstruction (TICER) which meets at regular intervals at the UNESCO Headquarters in Paris and consists of all the more important voluntary organizations concerned with reconstruction.

To determine the needs, UNESCO has undertaken extensive field surveys in sixteen war-devastated countries and has published this information under the title "The Book of Needs." Similarly, it has issued a report on the technical needs in radio, film, and press of twelve war-devastated countries, ten in Europe and two in Asia, on the basis of field surveys and enquiries by questionnaire and correspondence. This information enables UNESCO to recommend assistance where the need is greatest.

To assist in the revival of scientific research and teaching, fifty workshop units have been shipped to China, Poland, Czechoslovakia, Greece, and the Philippines; these units will enable the recipients to construct and repair much of their own apparatus.

UNESCO has allocated thousands of sets of books, periodicals, and pamphlets to devastated libraries. From January to April 1948, for example, a total of 15,196 books and pamphlets and 61 sets of scientific periodicals comprising approximately 15,000 volumes have been allocated to libraries in eighteen war-devastated countries.

Several voluntary organizations have been assisted in educational programs for youth service camps by the provision of small traveling libraries and visiting lecturers.

It is estimated that by May 1948 approximately \$150,000,000 worth of materials and services had been supplied through voluntary organizations in donor countries for educational reconstruction in the war-torn areas.

##### ***Communication***

The field of communication includes those projects intended to increase understanding across national frontiers by various means, such as the exchange of persons and closer relations between peoples through their films, press, radio, and libraries, and through their books and other publications.

An Office for the Exchange of Persons has been set up in Paris to develop exchange-of-persons programs in the different fields covered by the UNESCO program and to relate them to similar activities being carried on by international, national, and private agencies throughout the world. Member States will be asked for reports on the operation of governmental

and non-governmental agencies dealing with the international movement of persons for educational purposes. Such reports will include data on the number, character, availability, and sponsorship of scholarships, fellowships, and other types of assistance currently offered or proposed for study, research, teaching, training, and observation abroad. These reports will form the basis of a world handbook on international fellowships and related opportunities which, it is hoped, will be issued annually.

An International Ideas Bureau will be created to foster the spread of information about cooperation in education, science, and the arts. This Bureau will encourage the featuring and dramatization of examples of cooperation among peoples to combat present-day ignorances and prejudices.

Special emphasis is being given to the encouragement and development of public libraries. A Book Coupon Scheme is under preparation to permit the purchase in any member State of the literature of the other, despite existing currency restrictions. UNESCO consultants are also studying the possibility of a new copyright convention to replace the many complex and obsolescent codes at present in existence. A further project is to explore ways of encouraging the inexpensive production of books and periodicals. In an effort to stimulate this enterprise, UNESCO will suggest new books which should be written and published in cheap editions, and will help the negotiation of agreements so that existing good books can be republished cheaply and translated into many languages.

## ***Education***

In this field, UNESCO is concerned especially with the promotion of a world-wide campaign of Fundamental Education, with efforts to increase education for a world society and with a program to raise educational standards in all member States.

The Fundamental Education program is designed to bring a basic minimum of education to all under-privileged peoples. "Pilot Projects" to test the latest materials and techniques in this work are being undertaken in Haiti, China, East Africa, and Peru. These projects are conducted with the advice and guidance of UNESCO consultants in agreement with the Government concerned, which also finances them.

A large number of national experiments in Fundamental Education in all parts of the world will also be linked to UNESCO's program to form a network of "Associated Projects."

Two regional conferences on Fundamental Education have already been held, in Nanking in September 1947 and in Mexico City in November 1947, to discuss means of broadening this program in those areas where the need exists.

UNESCO is to be kept informed of all developments in this field and, with the assistance of a panel of experts comprising more than 400 persons, is to supply in turn the most advanced technical advice and information available.

In adult education, UNESCO will act as a clearing house of information, and it is intended to produce, in collaboration with leaders and organizations in this field, materials on international affairs suitable for adaptation and extensive use by adult study groups. A conference of leaders on adult education for a world society is also planned.

Following the successful seminar on international understanding which



was held in Paris in August 1947, three further seminars were planned for 1948: one in London on the education and training of teachers; a second in Prague on childhood education; and the third in New York on teaching about the United Nations and specialized agencies in the school systems of member States. It is expected that a fourth will also be held in Peru in cooperation with the Pan American Union to study the special educational problems in Latin America.

UNESCO was also instructed by the 1947 General Conference to call together a meeting of representatives of universities from all over the world to consider plans for the development of an international association of universities. In addition, the representatives of the universities will explore the problem of the equivalence of degrees.

UNESCO began work in 1947 on a program for improving textbooks and teaching materials. Criteria for the analysis of textbooks are being developed for circulation to member states.

An International Charter for Youth is being promoted, calling on all nations to provide educational opportunities for their youth free from distinctions of race, color, creed, or sex. The Charter is to include the principle that no youth should be deprived of instruction by reason of financial handicap.

Similarly, an International Teachers' Charter will be prepared to embody the principles of equality of race, color, sex, and religion to be applied at all levels of the teaching profession.

### ***Cultural Interchange***

The field of cultural interchange covers UNESCO's work in the fields of philosophy and the humanities, museums, arts and letters, and the translation and wider exchange of classics and great books.

Plans are well advanced for the creation of an International Theatre Institute to facilitate the interchange of representative theatrical works and to aid the freer travel of personnel across frontiers.

UNESCO has also undertaken projects at the request of the United Nations. For example, in connection with the drafting of an International Bill of Human Rights by the United Nations Commission on Human Rights (see page 99), UNESCO has made a study of the philosophical bases of a Declaration of Human Rights.

The General Assembly of the United Nations, on 14 December 1946, adopted a resolution recognizing that the translation of the world's classics into the languages of the Members of the United Nations would promote understanding and peace among nations. Following a consequent request from the Economic and Social Council in March 1947, UNESCO agreed to submit to the Council, by 1 June 1948, data on objective methods of selecting great books, the needs of various cultural regions, and suggestions for general assistance in translation, publication, and distribution.

In pursuance of its task of increasing international understanding, UNESCO hopes, in the course of the next few years, to be able to present to the peoples of the world a small bookshelf—twelve, sixteen, twenty volumes perhaps—handy in size with a number of illustrations, the titles of which will read. "The American Way of Life"; "The Brazilian Way of Life"; "The British Way of Life"; "The Indian Way of Life"; "The Polish Way of Life"; "The Swiss Way of Life," and so on for all the principal peoples of the world.



## ***Human and Social Relations***

In this part of its program UNESCO seeks to strengthen understanding among peoples by studying the tensions, the prejudices, and ignorances which separate them and by finding means to overcome these barriers to international cooperation.

Work on this "Tensions" project is now being undertaken along the following lines. Inquiries are being made into the conceptions which the people of one nation entertain of their own and of other nations; into the distinctive character of the various national cultures, ideals, and legal systems, with the aim of stimulating the sympathy and respect of nations for each other's ideals and aspirations and the appreciation of national problems; into modern techniques which have been developed in education, political science, philosophy, and psychology for revealing the processes and forces involved when human minds are in conflict, and for changing mental attitudes; into the influences throughout life which predispose towards international understanding on the one hand and aggressive nationalism on the other.

UNESCO has also been authorized to prepare a Source Book describing the work already under way in member States in the study of tensions which arise from technological improvements and the resulting shift in populations.

In order to carry out this work UNESCO has been instructed to enlist the resources and distribute the work among universities and other research centers in the various nations, utilizing wherever possible National Commissions and appropriate international organizations.

These organizations are to be free to make any suggestions for improving the projects which they consider necessary to enable them to investigate tensions with greater efficiency.

Finally, UNESCO has been instructed to study methods whereby the findings of these investigations may be popularized, and actions based on these findings may be undertaken by National Commissions and other appropriate organizations.

## ***Natural Sciences***

In the field of natural sciences, UNESCO works to make possible greater collaboration between scientists around the world, to help lighten the so-called "dark zones" of science and technology in certain regions, and to assist man better to appreciate and make effective use of his natural environment.

Ten member States are cooperating to develop an International Institute of the Hylean Amazon. Such an institute, based at the mouth of the Amazon River, will serve to encourage and coordinate the research activities in this vast, little known region. It will collate all known data and stimulate and give practical aid for further exploration. Subjects to be studied include physiography, soil science, biology, zoology, botany, anthropology, ethnology, agriculture, and nutrition. The results of these studies will be of great value to the peoples of other tropical areas of the world as well as to the inhabitants of the Amazon basin itself.

Field science cooperation offices—in Rio de Janeiro, Cairo, Nanking, and Delhi—have been established to serve as liaison centers for science and technology between deficiency regions and the more highly developed areas of the world.



The program of grants-in-aid to scientific and other societies engaged in activities of international importance is being extended. For example, grants-in-aid of \$230,394 were approved in February 1948 to the International Council of Scientific Unions, its ten federated unions, and their seven subsidiary organizations. Later an additional \$2,817 was authorized.

## **International Civil Aviation Organization (ICAO)**

### **1. FUNCTIONS**

The aims and objectives of the International Civil Aviation Organization are to develop the principles and techniques of international air navigation and to foster the planning and development of international air transport so as:

- to insure the safe and orderly growth of international civil aviation throughout the world;
- to encourage the arts of aircraft design and operation for peaceful purposes;
- to encourage the development of airways, airports, and air navigation facilities for international civil aviation;
- to meet the needs of the peoples of the world for safe, regular, efficient, and economical air transport;
- to prevent economic waste caused by unreasonable competition;
- to insure that the rights of contracting States are fully respected and that every contracting State has a fair opportunity to operate international airlines;
- to avoid discrimination between contracting States;
- to promote safety of flight in international air navigation;
- to promote generally the development of all aspects of international civil aeronautics.

### **2. ORIGIN**

The development of aviation had reached such proportions during the Second World War that attention became focused on the need for international coordination of civil aviation. In 1944, while the war was still going on, the United States invited fifty-five allied and neutral states to meet at an International Civil Aviation Conference on 1 November 1944 in Chicago.

Prior to this Conference, there had been two international conferences in the aviation field which, however, were primarily regional in character. The Paris Convention in 1919 established the International Commission for Air Navigation, which set up standards on technical matters. The Pan-American Convention on Air Navigation at Havana in 1928 pledged members to observe certain principles in their dealings with one another but made no attempt to develop uniform technical standards. These conventions, although they served a useful purpose, were considered no longer adequate in the light of the phenomenal development of world aviation.

#### ***Chicago Conference***

The Chicago Conference adopted the Convention on International Civil Aviation which, when it came into force, superseded the Paris and Havana

Conventions as between contracting States parties to those conventions. The new Convention sets down "certain principles and arrangements in order that international civil aviation may be developed in a safe and orderly manner and that international air transport services may be established on the basis of equality of opportunity and operated soundly and economically."

The Conference also adopted an Interim Agreement providing for the establishment of a provisional organization to operate until the permanent International Civil Aviation Organization came into being.

### ***The Provisional International Civil Aviation Organization***

The Provisional International Civil Aviation Organization (PICAO) came into being on 6 June 1945, when the Interim Agreement had been ratified by twenty-six states.

PICAO was governed by an Interim Assembly and an Interim Council with functions corresponding to those of the Assembly and Council of ICAO. PICAO functioned until it was replaced by the permanent organization. It established the headquarters of ICAO in Montreal, Canada.

The permanent organization came into being on 4 April 1947, thirty days after the Convention on International Civil Aviation had been ratified by the required twenty-six states.

The members of ICAO, forty-eight in May 1948, operate well over 90 percent of the world's international air transport.

## **3. ORGANIZATION**

The principal organs of ICAO are an Assembly and a Council.

The Assembly consists of all members of the Organization. It is to be convened by the Council annually. Each member has one vote. The Assembly decides the policy of the Organization, elects its officers, votes on the budget, and deals with any question not specifically referred to the Council.

The Council is comprised of twenty-one states elected by the Assembly. In electing these states the Assembly is to give adequate representation:

1. to States of chief importance in air transport;
2. to States not otherwise included which make the largest contribution to the provision of facilities for international civil air navigation; and
3. to States not otherwise included whose designation will insure that all the major geographic areas of the world are represented on the Council.

The Council, which meets in virtually continuous session, carries out the directives of the Assembly. It appoints the Secretary-General and administers the finances of the Organization. It creates standards for international air navigation and collects, examines, and publishes information concerning air navigation. It may also act if requested as a tribunal for the settlement of certain international air transport disputes.

The Council is assisted in its work by six committees: air transport, air navigation, joint support of air navigation facilities, international convention, law, and finance.

The Secretary-General of ICAO appoints the staff of the Secretariat and supervises and directs its functions. The first and present Secretary-General of the Organization is Dr. Albert Roper (France).



## **Field Offices**

ICAO established the following five field offices to maintain liaison between the Organization and its various member States: the North American Office, at Montreal; the South American Office, at Lima; the European and African Office, at Paris; the Middle East Office, at Cairo; and the Far East and Pacific Office, at Melbourne. The present locations of the European and African and the Middle East Offices are temporary; final decision as to their permanent locations will be made some time in 1948. Likewise, a decision on the permanent site for the Far East and Pacific Office will be taken before 1 October 1949. The first session of the Assembly approved a budget of \$2,600,000 to finance ICAO activities during the fiscal year 1947-48.

## **4. ACTIVITIES**

Since August 1945, when the PICAQ Interim Council met for the first time, ICAO and its provisional organization have brought about concerted action by the nations of the world in the organization and maintenance of facilities and services necessary for international air transport. Patterns for meteorological services, traffic control, communications, radio beacons, and the other facilities required for safe international flight have been evolved.

Nine regional air navigation meetings have been held: during 1946 for the North Atlantic, European-Mediterranean, Caribbean, and Middle East regions; during 1947 for the South Pacific, South American, and South Atlantic regions; during May 1948 for the European-Mediterranean and North Atlantic regions, the last two meetings follow-ups of the 1946 regional air navigation meetings. These meetings reached decisions designed to make flying in their respective regions safer, more economical, and more regular.

An agreement has been concluded for the establishment of thirteen ocean weather stations in the North Atlantic, as proposed by the North Atlantic regional meeting. As of 1 June 1948, seven of these weather stations were already manned, one of them on a half-time basis. The United States Coast Guard cutter *Bibb*, which rescued sixty-nine persons from the United States flying boat "Bermuda Queen," forced down in the North Atlantic in October 1947, was part of this international chain of weather-ships. Another major aid to transoceanic flying is a Loran (Long Range Aid to Navigation) station established at Vik, Iceland.

A draft Convention concerning the recording of rights in aircraft, including those of mortgages, was prepared by ICAO's Legal Committee for submission to the second session of the Assembly and for subsequent adherence by member nations. Legal experts had for nearly twenty years been unable to reach agreement on the aspects of aircraft financing covered in this proposed Convention.

The ICAO Council is reviewing all the recommendations of PICAQ in the technical field with a view to the adoption of international standards for contracting states to apply in their civil aviation practices. The Council has thus far approved five such sets of standards, as follows:

1. standards for personnel licensing, indicating the technical requirements and experience necessary for pilots and air crew flying on international routes;

2. standards for aeronautical maps and charts, providing specifications for the production of all maps and charts required in international flying;
3. standards of rules of the air, including general flight rules, instrument flight rules, and right-of-way rules;
4. standards for dimensional practices, providing for progressive measures to improve air-ground communications; and
5. standards for meteorological codes, which specify the various agreed systems used for the transmission of meteorological information.

These standards will be put into effect in the territories of ICAO's member states. If a state does not wish to put these standards into effect in its territory, it must notify ICAO of the differences between its own practice and those established by the international standard. The Council must in such cases notify all other ICAO members of these differences.

The Chicago Convention recognized that each nation has complete sovereignty over the air space above its territory. Each nation must therefore agree to allow scheduled foreign airlines certain rights to its air before international commercial air services can be established. Commercial rights in civil aviation are now regulated mainly by bilateral pacts. Since 1945 PICAQ and, later, ICAO have studied the problem of developing a comprehensive multilateral agreement on commercial rights in international air transport.

A special commission met in Geneva in November 1947 to draw up such an instrument. A substantial measure of agreement was reached on such important subjects as capacity of aircraft, rates for passengers and freight, prohibited practices, and the settlement of disputes. However, with regard to the rights of international airlines to land, to take on or unload passengers and cargo in States not parties to an international route agreement, national views varied too widely, as they had at previous meetings on this subject, to permit the preparation of a generally acceptable text.

Other activities of the Organization include a study of international air-mail services, which will be submitted to the Universal Postal Union; the compilation and analysis of statistics on the volume of air traffic, cost of operation, and airline tariffs and subsidies; the filing and publication of contracts and agreements; and the simplification of customs, immigration, and public health regulations in international air transport.

ICAO produces a wide range of technical publications, including operational standards, regional manuals, multi-language glossaries, etc.

## **International Bank for Reconstruction and Development**

### **1. FUNCTIONS**

Among the functions of the International Bank for Reconstruction and Development are the following:

1. to assist in the reconstruction and development of territories of members by facilitating the investment of capital for productive purposes;
2. to promote private foreign investment by guaranteeing or participating in loans and other investments made by private investors;



3. when private capital is not available on reasonable terms, to supplement private investment by providing finance for productive purposes out of its own capital, funds raised by it, and its other resources;
4. to conduct its operations with due regard to the effect of international investment on business conditions in the territories of members; and
5. to assist in bringing about a smooth transition from a wartime to a peacetime economy in the immediate postwar years.

The activities of the Bank and the International Monetary Fund are complementary. The promotion of productive enterprise in a country is a principal factor contributing to a stable currency; a stable currency promotes a healthy foreign trade from the proceeds of which the Bank's loans can be repaid. To this end, the Bank and the Fund interchange economic and financial data and cooperate in every way that proves of mutual advantage.

## 2. ORIGIN

Delegates from forty-four United and Associated Nations attended the United Nations Monetary and Financial Conference which met in Bretton Woods, New Hampshire, from 1 to 22 July 1944, at the invitation of President Franklin D. Roosevelt. The Conference was called to make definite proposals for an International Monetary Fund and an International Bank for Reconstruction and Development. Two years of exploratory discussions and studies between the monetary and financial experts of the United Nations had preceded this meeting, and agreement on many items had already been reached by the time the Conference began.

The Conference drew up the Articles of Agreement of the International Bank for Reconstruction and Development, and these were submitted to the governments of the participating nations.

The Articles of Agreement of the Bank came into force on 27 December 1945, when they had been signed in Washington and the instruments of acceptance deposited on behalf of twenty-eight Governments.

The inaugural meeting of the Board of Governors of the Bank was held in conjunction with the inaugural meeting of the Board of Governors of the International Monetary Fund, in Savannah, Georgia, from 8 to 18 March 1946.

The inaugural meeting was mainly devoted to organization and administrative matters. The Board adopted the by-laws of the Bank, which were complementary to the Articles of Agreement, and established the site of the Bank within the metropolitan area of Washington, D.C.

## 3. ORGANIZATION

The Bank has a Board of Governors, Executive Directors, a President, and a staff. All powers of the Bank are vested in the Board of Governors, consisting of one Governor and one alternate appointed by each member.

The Executive Directors are responsible for the conduct of the general operations of the Bank and exercise all the powers delegated to them by the Board of Governors. Five of the Executive Directors are appointed by the members having the largest number of shares, and the others (nine at present) are elected by the Governors representing the remaining members.

The Executive Directors elect a President, who must not be a Governor of an Executive Director. He is the chairman of the Executive Directors and chief of the operating staff. Under the direction of the Executive Directors, he conducts the ordinary business of the Bank.

The President of the Bank is John J. McCloy (United States).

#### 4. CAPITAL OF THE BANK

The authorized capital of the Bank is \$10,000,000,000. This capital stock is divided into shares of \$100,000 each, available for subscription and transferable only to members. Each member has subscribed to shares of the capital stock, the smallest subscription being for two shares and the largest, that of the United States, for 31,750 shares. As of 1 April 1948, the total subscribed capital was \$8,263,000,000. The Bank is authorized to call up only 20 percent of the capital subscribed by members to serve as working funds. The remaining 80 percent of the subscription of each member is subject to call only if needed to meet the obligations of the Bank for funds borrowed or on loans guaranteed by it.

Two percent of the 20 percent already called was paid, as required, in gold or U.S. dollars; on 31 March 1948, this amounted to \$160,347,000, not including \$4,915,000 in authorized deferments. This 2 percent is freely available for use in the Bank's operations. The remaining 18 percent was payable in the currency of the subscribing country; all of the 18 percent has now been called, and the amount paid in was the equivalent of \$1,487,358,000 as of 31 March 1948. Before this 18 percent currency may be loaned, the Bank must obtain the consent of the country whose currency is involved. The Bank has received permission from the United States Government to use for lending purposes the entire amount of its paid-in capital. (This amounts to \$571,500,000, not including the first 2 percent.) It has also received from the Belgian Government permission to lend Belgian francs, up to the equivalent of \$2,000,000, out of the Belgian paid-in capital. The total amount which the Bank has therefore had available for loans from members' subscriptions was \$733,847,000.

After deducting present loan commitments indicated below, the Bank, as of 30 April 1948, had available for further loans approximately \$470,000,000.

#### 5. BORROWING OPERATIONS

Loanable resources in excess of the amount made available by members must be obtained from the sale of securities to private investors; the major part of the Bank's lending funds is to be obtained in this manner. The Bank assumed its role as borrower on 15 July 1947, when two bond issues totalling \$250,000,000 were sold to private investors on the United States market. These bonds were offered through more than 1,700 securities dealers. The bonds were bought by banks, insurance companies, fraternal, charitable, and educational institutions, corporations, trust funds, investment trusts, and individuals. Bonds were sold to purchasers in all forty-eight states of the United States, the District of Columbia, Hawaii, and Puerto Rico; and a number of investors in France, Belgium, Italy, Switzerland, Canada, Argentina, Panama, and Cuba, through dealers in the United States, also purchased small amounts of bonds.



## 6. LENDING OPERATIONS

As of 1 June 1948, the Bank had made the following six loans, totalling \$513,000,000, to the following countries for the purposes indicated:

France	\$250,000,000, on 9 May 1947, through the Credit National, a semi-public company, to meet the cost of importing equipment and material for the reconstruction and modernization of industry; this includes equipment for transportation and public utilities, fuel, and raw materials for agriculture and industry.
The Netherlands	\$195,000,000, on 7 August 1947, to finance reconstruction of productive facilities in the Netherlands homeland.
Denmark	\$40,000,000, on 22 August 1947, to finance imports of capital equipment and raw materials for the reconstruction and modernization of industry and agriculture.
Luxembourg	\$12,000,000, on 28 August 1947, to aid in the reconstruction and development of the steel industry and railroads.
Chile	<p>\$13,500,000, on 25 March 1948, to two Chilean organizations, to provide foreign exchange for the purchase and importation into Chile of equipment and supplies required for the development of hydroelectric facilities and resources in Chile.</p> <p>\$2,500,000, on 25 March 1948, to a semi-public Chilean corporation, to provide foreign exchange for the purchase of agricultural machinery.</p> <p>The Chilean loan agreements will become effective only after appropriate ratification and the guarantee of the loans by the Government of Chile, none of which had occurred at the time of writing.</p>

Considering it necessary to limit its commitments to needs of the immediate future, the Bank did not grant the full amounts requested (France had applied for \$500,000,000, the Netherlands for \$535,000,000, Denmark for \$50,000,000, Luxembourg for \$20,000,000, and Chile for \$40,000,000). In each case, however, the Bank stated that it would consider additional applications from these countries, if later submitted, in the light of the needs then existing and of the progress resulting from the loans already granted.

Discussions regarding loans are in progress or formal loan applications have been received from: Belgium, Bolivia, Brazil, Colombia, Czechoslovakia, Finland, Iran, Italy, Mexico, Netherlands, Norway, Peru, Philippines, Poland, Turkey, and Yugoslavia.

In addition, the Bank has received from the Executive Secretary of the Economic Commission for Europe reports of the Timber Subcommittee of that Commission which state that if the European timber exporting countries (Finland, Poland, Czechoslovakia, Yugoslavia, and Austria) could obtain equipment and other goods valued at approximately \$17,000,000, they would be able to increase substantially their exports of timber to the European importing countries (mainly, the United Kingdom, France, Italy, Belgium, and the Netherlands) in 1948 and subsequent years. The Bank

is now exploring this matter with a view to ascertaining what, if any, action it can take to assist in financing the purchase of the necessary equipment and supplies.

Only economic considerations are to be relevant to the decisions of the Bank, and these considerations are to be weighed impartially in order to achieve the purposes of the Bank. In making and implementing loans, the Bank is prohibited by its Articles of Agreement from interfering in the political affairs of any member, nor may it be influenced in its decisions "by the political character of the member or members concerned." Political conditions are taken into account only to the extent that they might affect economic conditions and prospects for repayments.

The Bank must make supervisory arrangements to insure that the proceeds of any loan are used efficiently and only for the purposes for which the loan was granted.

## 7. MISSIONS

An important activity of the Bank is the sending of fact-finding missions to member countries at their request. This enables the Bank to keep itself informed at first hand of economic and financial developments in member countries and to establish close contact with officials concerned with economic and financial affairs in these countries. Member countries in turn benefit from the advice and assistance of expert officials of the Bank. Such missions have been sent, for example, to Brazil in July 1947, to the Philippines in January 1948, and to Peru and Bolivia in March 1948.

# International Monetary Fund

## 1. FUNCTIONS

The International Monetary Fund was established to promote international monetary cooperation through a permanent institution which provides the machinery for consultation and collaboration on international monetary problems. Its purposes include:

- to facilitate the expansion and balanced growth of international trade, and to contribute thereby to the promotion and maintenance of high levels of employment and real income and to the development of the productive resources of all members as primary objectives of economic policy;
- to promote exchange stability, to maintain orderly exchange arrangements among members, and to avoid competitive exchange depreciation; and
- to give confidence to members by making the Fund's resources available to them under adequate safeguards.

## 2. ORIGIN

Delegates from forty-four United Nations attended the United Nations Monetary and Financial Conference which met in Bretton Woods, N.H., from 1 to 22 July 1944 at the invitation of President Franklin D. Roosevelt. The Conference was called to consider definite proposals which had been



made looking toward the creation of an International Monetary Fund and an International Bank for Reconstruction and Development. Two years of exploratory discussions and studies between the monetary and financial experts of the United Nations had preceded this meeting, and agreement on many items had already been reached by the time the Conference began.

The Conference drew up the Articles of Agreement of the International Monetary Fund, and these were submitted to the Governments of the participating nations.

The Articles of Agreement of the Fund came into force on 27 December 1945, when instruments of acceptance had been deposited on behalf of twenty-eight Governments having quotas representing approximately 80 percent of the total.

The inaugural meeting of the Board of Governors of the Fund was held in conjunction with the inaugural meeting of the Board of Governors of the International Bank for Reconstruction and Development in Savannah, Georgia, from 8 to 18 March 1946.

The inaugural meeting was mainly devoted to organizational and administrative matters. The Board adopted the by-laws of the Fund, which were complementary to the Articles of Agreement, and established the site of the Fund within the metropolitan area of Washington, D.C., and elected the Board of Executive Directors of the Fund to whom many of the powers and much of the authority of the Board of Governors were then delegated.

### 3. ORGANIZATION

The Fund has a Board of Governors, Executive Directors, a Managing Director, and a staff. All powers of the Fund are vested in the Board of Governors, consisting of one governor and one alternate appointed by each member.

Five of the Executive Directors are appointed by members having the largest quotas and the others (nine at present) are elected by the Governors representing the remaining members. The Executive Directors are responsible for the conduct of the general operations of the Fund and exercise the powers delegated to them by the Board of Governors.

The voting power of the Governors and of the Executive Directors is approximately in proportion to the size of the quotas of the members which they represent.

The Executive Directors elect a Managing Director, who must not be a Governor or an Executive Director. He is the chairman of the Executive Directors and as chief of the operating staff conducts, under the direction of the Executive Directors, the ordinary business of the Fund.

The first and present Managing Director of the Fund is Camille Gutt (Belgium).

The second annual meeting of the Board of Governors changed the fiscal year of the Organization to begin on 1 May rather than on 1 July as in the 1946-47 period. It adopted an administrative budget of \$3,100,000 to cover the ten-month period from 1 July 1947 to 30 April 1948.

### 4. RESOURCES OF THE FUND

To carry out its functions, the International Monetary Fund as of 30 April 1948 had resources amounting to approximately \$7,900,000,000

subscribed by member Governments. The quotas of those members of the Fund which attended the Bretton Woods Conference were fixed by the Articles of Agreement, but may be revised by the Fund. The quotas of other members are fixed by the Fund at the time of their joining the Fund. Each member must pay in gold 25 percent of its quota or 10 percent of its net official gold and dollar holdings, whichever is the smaller. The balance is paid in the member's own currency. Non-negotiable, non-interest-bearing demand notes will be accepted from any member whose currency is not needed for the Fund's operations in place of that member's currency.

## 5. ACTIVITIES

As one of its primary duties the Fund had to reach agreement with the members as to the official par values of their currencies, expressed in terms of gold and U.S. dollars. On 12 September 1946, all member governments were requested to advise the Fund within thirty days of the proposed par value of their currency. After receiving and studying this information, the Fund was able to agree to a schedule of official par values for the currencies of thirty-two of its members, and this was made public on 18 December 1946. By 23 April 1948, the par values of six other countries had been agreed to. Under the Articles of Agreement, a member can propose a change in the par value of its currency only after consultation with the Fund, and in general only if it is necessary to correct a fundamental disequilibrium in the international balance of payments.

Following the establishment of par values, the Fund began active exchange operations on 1 March 1947, thus fulfilling its stated purpose of making its resources available to its members to help them maintain stable and orderly exchanges. Up to the end of April 1948, fourteen months since it began exchange operations, the Fund had concluded more than thirty transactions with ten of its members. These transactions involved the sale of \$600,000,000 (U.S.) and £1,500,000 to these countries, payment being received by the Fund in the member's currency. The aggregate of sales to each country through 30 April was as follows: Belgium, \$33,000,000; Chile, \$8,800,000; Denmark, \$10,200,000; France, \$125,000,000; India, \$28,000,000; Mexico, \$22,500,000; Netherlands, \$62,500,000 and £1,500,000; Norway, \$5,000,000; Turkey, \$5,000,000; United Kingdom, \$300,000,000.

A most useful Fund contribution towards the establishment and maintenance of exchange stability is the establishment of close relationship with and between its members based on mutual confidence and respect, through which relationship a full understanding of members' problems can be achieved, and practical ways of meeting these problems suggested. With this end in view, official representatives of the Fund have visited as of 30 April 1948, twenty-five of the Fund's member nations. These visits resulted in mutually beneficial consultations between the top officials of the Fund and the monetary authorities of these member governments regarding all phases of each country's foreign exchange and currency problems. The Fund is constantly receiving information and opinions which are invaluable in conducting its affairs and in deciding on action to be taken. A statistical summary of certain of this information is published monthly by the Fund in its bulletin "International Financial Statistics." The Fund has in turn



been able to assist and advise members in the conduct of their own financial affairs, giving them the benefit of the unbiased non-political technical competence of the Fund organization, so that they could be better equipped to meet the obligations involved in Fund membership.

Staff missions have been sent to many member countries to work out, with their Governments, legislative and administrative programs of monetary reform, reduction of exchange controls, and general improvement of their financial situation.

## **Universal Postal Union (UPU)**

### **1. FUNCTIONS**

The Universal Postal Union was established to alleviate the uncertainty, confusion, and excessive cost of international postal communications by uniting its member countries in a single postal territory for the reciprocal exchange of mail. Its aim is to insure the organization and improvement of postal services throughout the world through international collaboration.

### **2. ORIGIN**

The Universal Postal Union was formally established on 1 July 1875, with the coming into force of the Universal Postal Convention adopted by the Postal Congress of Berne, Switzerland, on 9 October 1874. The new Convention superseded the resolutions passed in 1863 by the fifteen nations attending the conference of the International Postal Committee in Paris.

The UPU was known at first as the General Postal Union, its name being changed at the Congress of Paris in 1878.

The Postal Convention has been extended and improved by the various Postal Congresses. As of 1 July 1948, the Union will be governed by the revised Convention adopted by the Twelfth Congress in Paris on 5 July 1947.

Prior to this Congress the UPU Convention provided only for a Universal Postal Congress meeting every five years and an International Bureau. The Paris Congress reorganized the machinery of the Union so as to insure the continuity of its work in the intervals between Congresses.

### **3. ORGANIZATION**

The Universal Postal Union, as provided by the Paris Convention of July 1947, is composed of a Universal Postal Congress, a Permanent Executive and Liaison Commission, a Technical Transit Commission, and an International Bureau.

The Universal Postal Congress, which usually meets at intervals of five years, reviews the International Postal Convention and its subsidiary agreements on the basis of proposals submitted by member countries. In addition, Conferences may be called at the request of two thirds of the members to deal with any particular administrative questions.

The Permanent Executive and Liaison Commission consists of nineteen members elected on a geographical basis by the Congress for the period

between it and the next succeeding Congress. The Commission was to begin to operate on 1 July 1948, when the new Postal Convention establishing it came into force. A Temporary Commission was established by the Paris Congress to function until that time. The Commission's functions include the maintenance of close relations with members of the Union with a view to improving the international postal service, the study of technical questions affecting that service, and the establishment of working relations with the United Nations, specialized agencies, and other international organizations. In the future, the Commission, on the recommendation of the Government of the Swiss Confederation, will appoint the Director and non-graded personnel of the International Bureau.

The Technical Transit Commission consists of seventeen members appointed on a geographical basis by the Congress. This Commission is to find, by general and detailed inquiry, the most equitable basis in accordance with which land and sea transit rates should be fixed and to suggest the best methods for simplifying the calculation of these rates. The Commission, as instructed by the Paris Congress, is to prepare a report for submission to members of the Union at the beginning of 1950.

The International Bureau functions as the permanent secretariat of the Union. It coordinates, publishes, and distributes information and acts as a clearing house for the settlement of accounts relative to the international postal service. The Director of the International Bureau is Dr. Alois Muri (Switzerland).

#### 4. ACTIVITIES

The Twelfth Universal Postal Congress met in Paris from 7 May to 5 July 1947. Basing its discussions on 821 proposals received from various administrations, the Congress drew up 23 instruments which will constitute the revised legislation of the Union. These instruments, signed on 5 July, were to come into force on 1 July 1948. They include: the revised Universal Postal Convention; provisions concerning the transportation of regular mails by air, and concerning the transport of parcels by air; agreements concerning insured letters and boxes, collect-on-delivery articles, money orders, postal transfers, collection of bills and drafts, etc., and subscriptions to newspapers and periodical publications.

All members of the Union must adhere to the Convention; they are not required to adhere to the agreements and supplementary regulations. When a country has ratified a postal agreement, its provisions become law in that country, and the Government must insure their application.

The Congress did not alter to any extent the postage rates for correspondence. It did, however, increase the maximum weight for printed papers to 3 kilograms and the maximum weight of single volumes to 5 kilograms.

As a result of another important action by the Congress, the cost of mailing newspapers in all territories of members of UPU has been reduced by 50 percent. Prior to the Congress, such a reduction had been in force only between those postal administrations which agreed to adopt it.

UPU fixes the international rates for all types of postage—letters, post-cards, packages, samples, periodicals, books, etc.—specifying the minimum and maximum rates which may be charged by any postal administration in the world.



By a decision of UPU, for example, money orders for prisoners of war and non-combatants attached to the army (sent or received under the same conditions as those for ordinary correspondence) are free of all postal charges.

All administrations adhering to the UPU parcel post agreement must forward cash-on-delivery parcels even if in their own internal postal service they have no cash-on-delivery service.

A UPU regulation even specifies how window envelopes must be addressed—i.e., written very legibly in ink, typewritten, or printed in dark color.

### ***Activities of the International Bureau***

One of the main activities of the Bureau is the issuing and distribution of publications, compiled from information furnished the Bureau by the Union's members, covering such subjects as changes in mailing routes, schedules, etc. These include such technical compilations as a Directory of Post Offices, List of Steamship Lines, List of Air-Mail Lines, Maps of Air-Mail Lines, List of Airports, and data concerning the execution of various UPU agreements and regulations. It publishes in addition a monthly journal, "L'Union Postale." The Bureau issues supplements to its many publications as the need arises.

The Bureau receives from each member of UPU copies of the various postal stamps, embossed stamps, etc., used in that territory and sends copies to all the other members of the Union. During 1946, the Bureau distributed 3,334 series of postage stamps of all sorts.

The Bureau issues circulars, bulletins, and printed letters for the information of postal services.

A person wishing to include return postage in his correspondence to anyone in another country uses international reply coupons which can be exchanged by the person receiving the correspondence for the particular stamps needed in mailing from his country. During 1947, the Bureau supplied administrations with 8,772,000 of these international reply coupons, and with 84,715 postal identity cards.

The Bureau has no power to intervene in relations between postal administrations and those who use their services. It can, however, deliver opinions on postal disputes between member countries at their request.

## **International Telecommunication Union (ITU)**

### **1. FUNCTIONS**

The International Telecommunication Union has three main purposes:

1. to maintain and extend international cooperation for the improvement and rational use of telecommunication;
2. to promote the development and most efficient operation of technical facilities by establishing standards and operating rules in order to improve telecommunication services, increase their usefulness, and, as far as possible, make them generally available;
3. to harmonize the actions of nations in the attainment of these common ends.

ITU has four main functions:

1. It allocates radio frequencies and registers radio frequency assignments;
2. It seeks to establish the lowest rates possible, consistent with efficient service and taking into account the necessity for keeping the independent financial administration of telecommunication on a sound basis;
3. It promotes measures for insuring the safety of life through telecommunication;
4. It makes studies and recommendations and collects and publishes information for the benefit of its members.

## 2. ORIGIN

About the year 1838 electrical telegraphy came into use in Europe, and shortly thereafter European Governments concluded agreements on standardized operation, on types of conductors and apparatus, and on the collection and accounting of telegraph rates. These numerous special agreements were followed by the establishment in 1850 of an Austro-German Telegraph Union and, five years later, by a Western European Telegraph Union. The two merged in 1859. In 1865, a general treaty was signed at Paris by twenty countries, and the International Telegraph Union came into being. The treaty was amended in 1885 to include the first provisions concerning international telephone service.

Radiotelegraphy was first put to use in 1899, its initial purpose being to increase the security of maritime navigation. It was presently realized that international regulations were necessary if the new invention was to be used effectively. Each country's responsibilities had to be defined and common standards and methods of signalling agreed upon.

In 1906 the first International Radiotelegraph Conference was held in Berlin. Twenty-seven states signed a Radiotelegraph Convention accepting the principle that ship-to-shore and shore-to-ship communication was obligatory. This meant that a ship could call for help and receive instructions from shore; it could, for example, be told to alter its course, or be warned of approaching bad weather. Furthermore, twenty-one States made intercommunication between vessels at sea compulsory. Thus, the Radiotelegraph Union was established.

The International Telegraph Union and the International Radiotelegraph Union, two of the oldest intergovernmental organizations in the world, were merged by the Madrid Convention of 1932 into the International Telecommunication Union. ITU came into being on 1 January 1934.

As originally organized, ITU was an agency which, meeting at long intervals, drew up regulations for radio, telephone, and telegraph. It was necessary to change the whole structure of the organization to deal with the rapid technical developments of recent years. This was accomplished at Atlantic City by the Plenipotentiary Telecommunication Conference, meeting from 2 July to 2 October 1947. The Conference rewrote the ITU Convention. When this revised Convention comes into force on 1 January 1949, it will bring into being what will in effect be a new organization, which will have organs in continuous session; in the meantime, various provisions of the Convention will come into force on an interim basis.



### 3. ORGANIZATION

ITU's original structure consisted of a Plenipotentiary Conference, which generally met every five years; Administrative Conferences, which normally met at the same time as the Plenipotentiary Conference, to revise the ITU regulations; a Bureau of the Union with headquarters in Berne, Switzerland; and three consultative committees which met from time to time to deal with the technical aspects of radio, telegraph, and telephone.

The new machinery of ITU, as provided by the Atlantic City Convention, which will come into force on 1 January 1949, will consist of: the Plenipotentiary Conference, Administrative Conferences, an Administrative Council, a General Secretariat, and an International Frequency Registration Board (IFRB).

As reorganized by the new Convention, the Plenipotentiary Conference has greatly increased functions. It will consider the report of the new Administrative Council on the activities of the Union; establish the basis for ITU's budget; approve the accounts; elect the members of the Administrative Council; enter into, and revise, formal agreements with other international bodies; and deal with such other telecommunication questions as may be necessary. As before, this Conference will normally meet once every five years, at a place and date to be fixed by the preceding Conference.

Administrative Conferences of all the members are generally to meet at the same time and place as the Plenipotentiary Conference. They will continue to revise telecommunication regulations and to draft new ones. The Administrative Radio Conference is to have the additional task of electing the members of the new International Frequency Registration Board, whose activities it will review.

The new Administrative Council, which is composed of eighteen members of ITU elected by the Plenipotentiary Conference, supervises the Union's administrative functions between sessions of the Plenipotentiary Conference, reviews and approves the annual budget, appoints the Secretary-General, and coordinates the work of ITU with other international organizations. It meets annually at the seat of the Union.

The International Frequency Registration Board records frequency assignments made by different countries and furnishes advice to members and associate members of ITU to insure the operation of the maximum practicable number of radio channels in those portions of the spectrum where harmful interference may occur. The IFRB at present consists of eleven members elected on a regional basis by members of the Union. Its members will be elected by each session of the Administrative Radio Conference.

The General Secretariat, which succeeds the Bureau of ITU, is to be headed by the Secretary-General. The present Secretary-General is Franz von Ernst (Switzerland), who has been serving in this capacity under the title of Director-General of the Bureau.

In addition, ITU has three permanent consultative committees.

The International Telegraph Consultative Committee (CCIT) studies and makes recommendations on technical, operating, and tariff questions relating to telegraphy and facsimile.

The International Telephone Consultative Committee (CCIF) performs the same functions in its field.

The International Radio Consultative Committee (CCIR) studies and makes recommendations on technical radio questions (including radio



broadcasting) and operating questions the solution of which depends principally on technical considerations.

These committees are now to operate through a Plenary Assembly which will meet normally every two years. They will maintain study groups, be serviced by specialized secretariats, and will have the use of ITU's laboratories and technical installations.

#### 4. ACTIVITIES

An Administrative Radio Conference met in Atlantic City from 15 May to 15 September 1947, to revise the radio regulations drawn up at the Cairo Conference in 1938 which recent scientific advances had made out of date.

The Conference set up a new world-wide frequency allocation table extending up to 10,500,000 kilocycles (the Cairo Conference had charted the spectrum only up to 200,000 kilocycles). It allocated the revised frequency bands to the various services, such as fixed stations, maritime navigation, aviation, broadcasting, etc. Practical machinery for putting this new allocation into effect was set up. Under the Cairo Regulations every country was free to use any frequency on the uncontrolled condition of creating no interference. The country had only to register its frequencies with the Bureau of the ITU in Berne; there was no international effort to make arrangements which would economize spectrum space, such as planned sharing of frequencies on a time basis or on a geographical basis. As a result, radio interference increased considerably.

To correct this situation, a Provisional Frequency Board (PFB) was established by the Administrative Radio Conference to prepare a new international frequency list to include all information concerning existing stations, stations under construction, and planned stations to be constructed in the near future. This Board assigns frequencies to fixed stations, tropical broadcasting stations, and land stations within the frequency band between 10 kilocycles and 30,000 kcs. It takes into account the existing utilization of frequencies and the undesirability of making unnecessary changes. Frequency requirements from the different countries were assembled during the Administrative Radio Conference, so that the Provisional Frequency Board, helped by the International Frequency Registration Board, had all the material and technical and engineering guidance to start immediately with the task of assigning the required frequencies to the different stations, with the exception of the assignment of the frequencies for high frequency broadcasting stations, which is entrusted to the High Frequency Broadcasting Conference.

It is hoped to complete the draft international frequency list by 15 November 1948, for circulation to members on 1 January 1949. Final decision with respect to the list is to be taken by a special international conference scheduled to be convened on 3 March 1949 for this purpose; with the approval of the list by this conference, the PFB will be dissolved.

The High Frequency Broadcasting Conference, an administrative conference, which met in Atlantic City from 15 August to 2 October 1947, was mainly devoted to preparing for the next administrative conference concerning high frequency broadcasting, scheduled to take place in Mexico City in October 1948. It formulated the technical principles to serve as a basis for the elaboration by the Mexico City Conference of a frequency assignment plan for high frequency broadcasting stations.



# World Health Organization (WHO)

## 1. FUNCTIONS

The Constitution of the World Health Organization defines health as "a state of complete physical, mental, and social well-being and not merely the absence of disease or infirmity." It sets down as the objective of the Organization "the attainment by all peoples of the highest possible level of health."

Some of the functions of WHO toward the achievement of this aim are:

- to act as a coordinating authority on international health work;
- to establish and maintain collaboration with the United Nations specialized agencies and with governmental, professional, and other groups in the health field;
- to stimulate and advance work to eradicate epidemic, endemic, and other diseases;
- to promote the prevention of accidental injuries;
- to promote the improvement of nutrition, housing, sanitation, recreation, economic or working conditions, and other aspects of environmental hygiene;
- to promote maternal and child health and welfare;
- to promote research in the field of health;
- to promote improved standards of teaching and training;
- to foster activities in the field of mental health;
- to study and report on administrative and social techniques in the health field;
- to establish and revise international nomenclatures of diseases, causes of death, and public health practices;
- to standardize diagnostic procedure; and
- to develop, establish, and promote international standards with respect to food, biological, pharmaceutical and similar products.

## 2. ORIGIN

The genesis of the World Health Organization may be traced to the proposal by the delegation of Brazil that the word "health" should be included in the United Nations Charter and the joint appeal of Brazil and China to the San Francisco Conference to provide for an international health conference. The Economic and Social Council at its first meeting in February 1946 decided to call such a meeting not later than 20 June 1946 to establish an international health organization.

A Technical Preparatory Committee of sixteen experts named in their personal capacity met in Paris between 18 March and 5 April 1946 to draft an agenda and other proposals for consideration at the proposed health conference.

The International Health Conference, called by the Economic and Social Council, met in New York from 19 June to 22 July 1946. All fifty-one States who were then Members of the United Nations, thirteen non-Member nations, and the Allied Control Authorities for Germany, Japan, and Korea, as well as ten international organizations were represented at the meeting.

The Conference adopted the Constitution of WHO and an instrument establishing an Interim Commission (WHO.IC) to carry on certain essential international duties prior to the Constitution's coming into force and to develop plans and proposals for the first World Health Assembly.

The Interim Commission consisted of representatives of the following eighteen States who acted for the sixty-three signatories to the Constitution: Australia, Brazil, Canada, China, Egypt, France, India, Liberia, Mexico, Netherlands, Norway, Peru, Ukrainian SSR, USSR, United Kingdom, United States, Venezuela, Yugoslavia. It met at least once every four months. It held six sessions, the first from 19 to 23 July 1946. The Chairman of the Interim Commission was Dr. Andrija Stampar (Yugoslavia), elected at the end of the first session. Dr. Brock Chisholm (Canada) was its Executive Secretary.

The World Health Organization came into being on 7 April 1948, when its Constitution had been ratified by twenty-six Members of the United Nations.

In anticipation of the required number of ratifications, the Interim Commission at its fifth session, held at Geneva from 22 January to 7 February 1948, scheduled the first session of the World Health Assembly to convene in Geneva on 24 June 1948.

The Assembly was to have before it a report on the activities of the Interim Commission since its establishment. It was to be faced with important medical and organizational decisions, including the selection of a Director-General for WHO, a permanent site for the Organization, and its long-range program of activities. The fifth session of the Interim Commission examined several of these problems and drafted an agenda for the Assembly, the 1949 budget for WHO, and a priority program of medical activities.

The Interim Commission was to continue to function until dissolved by resolution of the first World Health Assembly.

### 3. ORGANIZATION

WHO, as provided for in its Constitution, consists of a World Health Assembly, an Executive Board, and a Secretariat.

The Assembly, composed of delegates representing all Members, is the policy-making body of the Organization. It meets annually.

The Executive Board, consisting of eighteen members elected by the Assembly, acts as the executive organ of the Health Assembly and carries out the decisions and policies of the Assembly. It may also take emergency measures to deal with events requiring immediate action, such as epidemics.

The Secretariat comprises a Director-General and such technical and administrative staff as may be required.

In addition WHO is assisted by expert committees composed of qualified specialists drawn from outside the staff of the Organization itself. Eleven such Expert Committees were formed by the Interim Commission, as follows: for the Preparation of the Sixth Decennial Revision of the International Lists of Diseases and Causes of Death, on Biological Standardization, on Quarantine, on Yellow Fever, on Habit-Forming Drugs, on Malaria, for the Revision of the Pilgrimage Clauses of the International Sanitary Conventions, on International Epidemic Control, on Tuberculosis, on Venereal Diseases, and on the Unification of Pharmacopoeias.



The 1947 program of the Interim Commission was financed from a loan of \$1,300,000 by the United Nations for the period from the beginning of operations to the end of 1947 and by a grant of \$1,500,000 from UNRRA residual funds for the continuation of the health assistance to Governments formerly provided by that Administration. To continue its activities during 1948, the Interim Commission received a further grant of \$1,500,000 from UNRRA and an additional loan of \$1,200,000, approved by the United Nations, for the first ten months of 1948.

#### 4. ACTIVITIES

Among the activities carried on by the Interim Commission are the health services formerly provided by the Health Organization of the League of Nations, UNRRA, and other international health agencies such as the *Office international d'hygiène publique*.

The Interim Commission's most dramatic achievement was the mobilization of sufficient vaccine and other medical supplies for shipment to Egypt to combat an epidemic of cholera from September to November 1947. Through the efforts of the Interim Commission, more than thirty-two tons of cholera vaccine, blood plasma, and other urgently needed supplies were shipped by air to Egypt and her neighbors from Afghanistan, Australia, Belgium, Brazil, China, Czechoslovakia, France, Italy, Iran, Iraq, the Netherlands, Spain, Turkey, USSR, U.S.A., and the control authorities of Japan and Southern Korea. The Commission called an emergency meeting of its Expert Committee on Quarantine, held from 13 to 16 October in Geneva, to chart a preventive campaign and advise on sanitary measures and treatment of cases. The epidemic was confined to Egypt and brought under control within six weeks—the first time in medical history that an epidemic which spread at a rate of more than a thousand new cases a day was checked in so short a time.

The Interim Commission decided that the most urgent tasks of the Organization were to conduct intensive attacks against malaria, tuberculosis, and venereal diseases, with the aim of ultimately wiping out these diseases. The other top priority program is for child and maternity care.

Anti-malaria campaigns in Greece and Italy are being carried out. It is hoped that malaria will be completely wiped out in Italy by the end of 1949 through DDT spraying and other control measures which began in 1946. As a result of the malaria control program on the Italian mainland and in Sicily, only 30 deaths from malaria were recorded in 1947 for the whole area, compared with 250 in 1946 and 360 in 1945. Similar work in Greece resulted in the reduction of the incidence of malaria in that country by more than 80 percent.

The Interim Commission has begun a campaign for the systematic elimination of tuberculosis through the following methods: prevention, case-finding, isolation and medical care, rehabilitation and after care, and social and economic protection of afflicted families. Work has already begun for the prevention of tuberculosis. At the request of the United Nations International Children's Emergency Fund, the Interim Commission is participating in a mass immunization program of BCG vaccinations launched jointly by UNICEF and the Danish Red Cross and its Scandinavian associates. Under this program 50,000,000 European children are being examined for tuberculosis, and it is estimated that about 15,000,000 of those



children, who have not yet contracted the disease, will be vaccinated. BCG is effective only as a preventive measure, and children who have tuberculosis can therefore not benefit from BCG vaccination. The Interim Commission has sent small teams of experts to China, Ethiopia, and Greece to demonstrate and teach people in those countries how to use the BCG. A WHO team was sent to India in May 1948 as an extension of the UNICEF program. Since it is not practical to ship BCG to India, the team will set up a laboratory in that country and teach qualified Indian personnel how to produce the vaccine and also train personnel to administer it.

A conference of experts to study the use of the new drug streptomycin in the treatment of tuberculosis was called by the Interim Commission to meet in July 1948.

Plans for a world-wide attack on venereal diseases were also made by the Interim Commission. The primary emphasis will be put on diagnosis and treatment of syphilis in its early stages and on the large-scale use of the penicillin treatment. Combatting venereal diseases in Ethiopia, where the rate is estimated as high as 80 percent in some areas, is among the urgent problems facing the WHO mission in that country. Early in 1948, UNICEF requested WHO's medical guidance on the mass treatment with penicillin of venereal diseases among children and expectant and nursing mothers.

### ***Field Services***

The field service program of WHO.IC included the sending of missions and the provision of funds for fellowships, visiting lectureships, and for the acquisition of medical literature.

A number of field operations to assist public health administration were transferred from UNRRA to the WHO Interim Commission on 1 January 1947, with the exception of a public health and training program in China, which was transferred on 1 April 1947. Countries which receive WHO assistance by this transfer include: Austria, Byelorussian SSR, China, Czechoslovakia, Ethiopia, Finland, Greece, Hungary, Italy, Southern and Northern Korea, Philippines, Poland, Ukrainian SSR, and Yugoslavia. Both funds and responsibilities were transferred to WHO in each instance.

At the request of the Governments concerned, the Organization is maintaining as of 30 April 1948, medical missions in Austria, China, Ethiopia, Greece, Italy, and Poland. The WHO personnel participating in these missions range from two medical officers in Italy to 32 WHO staff members in China. The personnel usually comprise medical teachers, technicians, and experts in the particular fields where the greatest assistance is required. The WHO staff plans and supervises operations in each country and trains local medical and technical personnel to carry out experimental work, research, and emergency public health measures.

Examples of the work done by WHO missions in these countries, apart from the WHO anti-malaria, tuberculosis, and venereal disease programs outlined above, include the following:

In Italy, WHO assists the Italian health authorities in programs for maternal and child care and in working out details for the construction of a penicillin plant.

In China, work has been concentrated on programs to control plague, cholera, and kala-azar (native "black fever"), in addition to tuberculosis. A major part of the communicable diseases prevalent in China results from



poor water supply facilities. Detailed plans have therefore been made and municipal funds have already been made available for the construction of improved water supply systems, under the supervision of WHO experts, in Nanking, Hangchow, Changsha, Lanchow, and Hsining.

WHO in its field services does not contemplate future large-scale programs of actual aid in medical services except in real emergencies; the chief function of the field services is one of assistance and coordination in postgraduate training of indigenous senior public health and medical personnel.

In addition to persons trained in health services in their own countries under WHO supervision, more than 245 fellowships have been awarded to public health and medical specialists in war-devastated countries so that they could study outside their native lands. Of these, 135 were assigned to the United States and Canada; 110 to the United Kingdom, countries of Western Europe, and the USSR.

### ***Other Activities***

The duties and functions of UNRRA under the sanitary conventions of 1944 were transferred to the WHO Interim Commission on 1 December 1946. These international conventions governing "pestilential" diseases—cholera, smallpox, plague, typhus, and yellow fever—are being revised by the WHO Expert Committee on International Epidemic Control. The new regulations will provide the greatest possible freedom to international travel and commerce while insuring maximum safety to all nations against imported epidemics.

The functions and responsibilities of the League of Nations in connection with the adoption of standards for biologicals have been assumed by the WHO Interim Commission. As under the League, two laboratories—the State Serum Institute at Copenhagen and the Medical Research Council's laboratory at Hampstead (London)—continue to prepare and distribute samples of biologicals, such as vitamin E, heparin, and penicillin, for which standards have been set by the WHO Expert Committee on Biological Standardization. The Expert Committee has in addition established an ambitious plan of experimental research aimed at setting international standards for cholera and whooping cough vaccines, scarlet fever antitoxin, diphtheria and tetanus toxoid, blood groups A and B, the RH factor, purified tuberculin BCG, and replacing old standards for digitalis and vitamins A and D. Numerous laboratories in Europe, America, and India will collaborate in this program.

The revision of the international lists of diseases and causes of death, previously undertaken every ten years under the auspices of the French Government, is being carried out by a WHO Expert Committee. In the revised lists, as proposed by the Expert Committee, diseases and injuries are classified, for the first time, on the same basis as causes of death. With doctors and hospitals all over the world using these lists, a clear picture can thus be obtained of the relative frequency and seriousness of a given disease.

WHO serves in an advisory capacity in the fields of public health and medicine to a number of organizations, including the United Nations Social Commission, the International Civil Aviation Organization, the International Labor Organization, the United Nations Educational, Scientific, and Cultural Organization, and the Food and Agriculture Organization.

The Organization issues a number of technical publications, such as the

*Weekly Epidemiological Record*, which contains notifications concerning "pestilential" diseases; the *Record* is intended for national health administrations and health services at ports and frontiers. The monthly *Epidemiological and Vital Statistics Report* contains statistics on infectious diseases, as well as on general and infant mortality, etc.

## **International Refugee Organization (IRO)**

### **1. FUNCTIONS**

The functions of the International Refugee Organization, as provided for in its constitution, are:

- the repatriation of refugees and displaced persons;
- their identification, registration, and classification;
- their care and assistance, legal and political protection;
- their transport; and
- their resettlement and reestablishment in countries able and willing to receive them.

### ***Standards of Eligibility for IRO Assistance***

The Constitution of IRO contains a complex set of definitions of "refugees" and "displaced persons" who are eligible for assistance. Highly simplified, these definitions list as eligible:

- persons displaced from their homelands as slave laborers;
- victims of Nazi racial, religious, and political persecution;
- Spanish Republicans;
- persons considered refugees before the outbreak of the Second World War; and
- persons outside their home countries who as a result of events since the Second World War are "unable or unwilling" to avail themselves of the protection of their countries of origin.

Certain groups, such as war criminals, quislings, and traitors, persons receiving financial assistance from their Governments, as well as those of German ethnic origin are specifically excluded from IRO aid.

### **2. ORIGIN**

The General Assembly of the United Nations on 12 February 1946, recommended that the Economic and Social Council establish a special committee to examine the question of refugees and displaced persons, and outlined certain considerations which the Council should take into account. Accordingly, during its first session, the Council set up on 16 February a Special Committee on Refugees and Displaced Persons.

This committee, which met in London from April to June 1946, recommended that it would be advisable to establish a specialized agency of a non-permanent character to deal with the question of refugees and displaced persons. It drew up a draft constitution for an International Refugee Organization which was considered by the Economic and Social Council in June 1946. The draft constitution was circulated to Member Governments for their comments, and a Committee on the Finances of IRO was appointed by the Council to prepare provisional budgets for the Organization. At its



third session, from 11 September to 3 October 1946, the Council approved and forwarded to the General Assembly the draft constitution of IRO together with a resolution regarding interim arrangements providing for the establishment of a Preparatory Commission; it also forwarded the report of its Committee on Finances.

The General Assembly, on 15 December 1946, approved, with certain modifications, the Constitution of the IRO, including a budget for its first year of operation and the arrangements for a Preparatory Commission.

IRO was to come into existence when at least fifteen States, whose required contributions to the operational budget (\$151,060,500) amount to not less than 75 percent of the total, had become parties to its Constitution. [The conditions were fulfilled and IRO came into being on 20 August 1948.]

### 3. ORGANIZATION

As provided for in its Constitution, the principal organs of the IRO are to be a General Council, an Executive Committee, and a Secretariat.

The General Council, on which each member is to be represented, will be the ultimate policy-making body of the IRO.

The Executive Committee is to consist of representatives of nine members elected by the General Council. It will carry out the policies of the General Council and make emergency policy decisions.

The chief administrative officer of IRO is to be a Director-General, nominated by the Executive Committee and appointed by the General Council.

The budget, which was approved by the General Assembly of the United Nations, provides for \$160,860,500 (U.S.) for its first year of operation. Of this amount, \$4,800,000 is designated for administrative expenses, \$151,060,500 for operational expenses, and \$5,000,000 for large-scale resettlement expenses. Pending the formal establishment of IRO, the work of the Preparatory Commission was financed by funds made available by UNRRA, loans made by the United Nations, and advances to the IRO budget made by the members of the Preparatory Commission.

### 4. PREPARATORY COMMISSION

The Preparatory Commission of IRO (PCIRO) came into being on 31 December 1946, when the agreement establishing it had been signed by eight governments signatories to the IRO Constitution. The Commission consists of one representative from each government signatory to the Constitution. The States now members are listed in the table on pages 190–193.

The Preparatory Commission met for the first time on 11 February 1947 in Geneva. The Director of the Intergovernmental Committee on Refugees, and representatives of the Directors-General of UNRRA and of ILO attended its meetings in a consultative capacity.

The agreement establishing it provided that the Preparatory Commission should take all necessary measures for bringing IRO into effective operation as soon as possible; convene the first meeting of its General Council and prepare the agenda; suggest plans for the first year's program of IRO; and prepare draft financial and staff regulations and draft rules of procedure for the General Council and the Executive Committee.



Since the need for action was urgent, however, the Preparatory Commission decided to assume operating responsibility for refugees and displaced persons as of 1 July 1947. On that date the work of UNRRA and the Intergovernmental Committee on Refugees (IGC) was taken over by PCIRO.

### ***Refugee Operations of UNRRA and the Intergovernmental Committee on Refugees (IGC)***

UNRRA, up to 30 June 1947, had administered the camps in which the great majority of refugees and displaced persons were cared for. The IGC, established in 1938 at the Evian Conference in France, provided for the legal protection, maintenance, and resettlement of the refugees and displaced persons under its jurisdiction.

The agreements concluded by these organizations with more than 60 voluntary societies which are providing relief and specialized services have been continued by PCIRO. The IGC had concluded resettlement agreements with a number of governments providing for the acceptance by these countries of specified numbers of refugee immigrants; these contracts were assumed by PCIRO, and further negotiations were undertaken to broaden the scope and arrange for the extension of the original agreements.

Field units formerly under the direction of UNRRA and IGC have been continued by PCIRO at Arolsen (Central Tracing Bureau); Vienna, headquarters for Austrian operations; Heidelberg, headquarters for operations in the United States Zone of Germany; Lemgo, headquarters for operations in the British Zone of Germany; Haslach, headquarters for operations in the French Zone of Germany; Berlin, Frankfurt, Belgrade, Brussels, Prague, Paris, Warsaw, The Hague, Cairo, London, Rome, Ottawa; South American officers in Rio de Janeiro and Caracas; and Washington (major liaison center of PCIRO).

### ***Repatriation and Resettlement***

Since 1 July 1947 the Preparatory Commission (PCIRO) has devoted much effort to working out the necessary administrative and operating methods, and major policy decisions have been made to lay the groundwork for the completion of IRO's task.

From the beginning of PCIRO operations to the end of March 1948, 71,900 persons were repatriated, 41,700 of them from PCIRO care or under its auspices. Of those assisted by PCIRO, 25,901 returned to Poland; 4,166 overseas Chinese returned from China to their prewar homes in the Philippines, Malaya, and the East Indies; 3,567 returned to Yugoslavia; 1,980 Estonians, Latvians, and Lithuanians returned to their homelands; and smaller numbers of persons repatriated to fourteen other countries.

As of 31 March 1948, PCIRO had participated in the resettlement of 87,300 of the 147,000 refugees and displaced persons who had been received as immigrants in forty countries since 1 July 1947. The largest numbers of the total resettled went: to the United Kingdom—48,685; to Belgium—17,678; to France (including transit visas issued)—16,528; to Canada—13,887; to United States—13,594 (individual immigration through normal consular channels); to Argentina—6,699; to Palestine—5,824; to Australia—3,636; to Netherlands—3,166; and to Brazil—2,784. Refugees in smaller numbers went to thirty other countries. Of the total resettled, approximately 86,000 went to countries in Europe, and the



balance to countries elsewhere. Financial assistance is given by the Organization, within the limits of its resources, to eligible individuals and groups to cover costs of transportation, subsistence en route, and living expenses for a short time after arrival in the country of reception.

There were still 625,000 refugees and displaced persons receiving care and maintenance from PCIRO at the end of March 1948, mainly in assembly centers in the three western zones of Germany and Austria, and in Italy and the Middle East. A statistical survey conducted by PCIRO in these centers reveals that this displaced persons group represents a relatively large reservoir of manpower possessing a wide variety of occupational skills needed throughout the world in labor shortage areas. The overwhelming majority are young people, a factor which, when combined with the availability of occupational skills, the survey states, should be of first importance to countries concerned with the immigration of skilled labor.

The PCIRO has asked nations to accept a "fair share" of the total number of non-repatriable displaced persons, in accordance with resolutions of the General Assembly of the United Nations in 1946 and 1947. It has expressed the hope that complete family units will be requested and not just the working members.

A survey of the displaced persons in camps in Europe and the Middle East conducted by the World Health Organization revealed that these refugees enjoy a high ratio of health. There is a low death rate and an exceptionally high birth rate among the camp populations. Smallpox, typhus, and cholera have been completely eliminated through intensive inoculation programs.

In addition to refugees in assembly centers, between 200,000 and 300,000 persons eligible for assistance are maintaining themselves precariously in the economies of Europe, the Middle East, and the Far East. Of the total, it is estimated that between 800,000 and 900,000 will have to be reestablished, primarily by resettlement; the rest, PCIRO estimates, will become integrated in their present countries of refuge.

Because of its present limited financial resources, PCIRO cannot meet the demands of resettlement and repatriation programs and at the same time provide care and maintenance for all persons who are or may become eligible. The fifth part of the first session of the Preparatory Commission, meeting in Geneva in January 1948, therefore limited new admissions to PCIRO care and maintenance to hardship cases; other persons acquiring refugee status after 1 February 1948 are eligible for IRO legal protection only.

Since 70 percent of the present resources of IRO is being used for care and maintenance operations, comparatively little is left for transport. To alleviate this situation, the PCIRO has made an appeal to governments for advances from their future contributions to the Organization to build a "special fund for ocean transport." It authorized its Secretariat to use up to \$10,000,000 out of any such advances which member nations might make for the purpose of chartering ships to carry refugees to their new homes. Thus, money which would otherwise be spent next year only to keep displaced persons alive might be spent this year to reestablish them as self-supporting citizens, and thus reduce appreciably the non-productive expenditure on care and maintenance. For example, if the special fund had been available as of February 1948, PCIRO could immediately have chartered ships to resettle 20,000 refugees, chosen by various national selection



missions, for whom all other necessary arrangements had already been made. Another 150,000 refugees could speedily have been moved to new homes if ocean transport were available.

The Preparatory Commission has renewed its appeals for contributions to the \$5,000,000 fund for large-scale resettlement provided by the Constitution to finance groups of displaced persons in large-scale colonization projects in the world's undeveloped areas.

### ***Protection of Refugees***

Recommendations of the PCIRO to the United Nations Commission on Human Rights resulted in the inclusion in the draft Bill of Human Rights of several declarations affecting the protection of refugees, such as: the right of individuals to leave their own country and to acquire other nationality; the right of asylum; freedom of legally admitted aliens from arbitrary expulsion; and the right of stateless persons to enjoy the protection of the United Nations (see International Bill of Human Rights, page 99).

### ***Tracing of Missing Persons***

It is estimated that there are about three million persons, deported by the Nazis as racial or political prisoners or as slave laborers, whose fate is still unknown—although it is assumed that the majority of them are dead.

The work of tracing these missing persons is now being performed by National Tracing Bureaus, established by Governments to trace their own nationals, and by the Central Tracing Bureau. The tracing services of the Central Tracing Bureau, taken over from UNRRA by PCIRO on 1 July 1947, are limited to Germany. It has been engaged in organizing documentary files of information to be used in the tracing of Allied nationals who have been living willingly or under compulsion in Germany, stateless persons, and persons of undetermined nationality. Through the use of radio, films, and the press the Bureau was making mass attempts to locate missing persons.

The PCIRO has established an International Tracing Service which undertakes such tracing operations throughout all of Europe. The ITS will be responsible for and will coordinate the activities of all recognized agencies engaged in tracing operations.

## **World Meteorological Organization (WMO)**

(Not yet established)

### **1. FUNCTIONS**

The World Meteorological Organization, as stated in the preamble to its Convention, is established "with a view to coordinating, standardizing, and improving world meteorological activities and to encouraging an efficient exchange of meteorological information between countries in the aid of human activities."

The WMO, when it is formally established, is:

- to facilitate international cooperation in the establishment of networks of stations and centers to provide meteorological services and observations;
- to promote the establishment and maintenance of systems for the rapid exchange of weather information;



to promote standardization of meteorological observations and insure the uniform publication of observations and statistics;  
to further the application of meteorology to aviation, shipping, agriculture, and other human activities; and  
to encourage research and training in meteorology.

## 2. ORIGIN

The World Meteorological Organization will come into existence after thirty states have ratified the Convention adopted on 11 October 1947 by the twelfth Conference of Directors of the International Meteorological Organization (IMO).

The IMO was established in 1878 as a semi-official organization whose membership included the directors of the independent official meteorological services of all the countries of the world (constituting the Conference of Directors). To open the way for negotiations with the United Nations for the purpose of becoming a specialized agency associated with the United Nations, the IMO decided to transform itself into an intergovernmental body to be known as the World Meteorological Organization and to establish within the new organization an executive body and a permanent secretariat. Accordingly, the twelfth Conference of Directors of the IMO meeting in Washington, D.C., drew up a Convention for the WMO incorporating these changes.

The Conference further decided to exclude Franco Spain from membership in the new Organization to conform with the General Assembly resolution barring Franco Spain from membership in any organization brought into relationship with the United Nations. States or territories maintaining their own meteorological services are eligible, under certain conditions, for membership in WMO.

## 3. ORGANIZATION

As provided by the Convention, the WMO is to be headed by a President and two Vice-Presidents. It is to consist of a World Meteorological Congress, an Executive Committee, Regional Meteorological Associations and Technical Commissions set up by the Congress, and a permanent Secretariat headed by a Secretary-General.

The Congress, composed of all members of WMO, is to meet at least once every four years. Each member is to designate as its principal delegate to the Congress the director of its meteorological service. The Congress is the policy-making body of the Organization. It is to adopt technical regulations covering meteorological practices and procedures and to determine the general policies for the fulfilment of the Organization's purposes. After the Convention comes into force, the President of the International Meteorological Committee of the IMO will convene the first meeting of the Congress.

The Executive Committee is to be composed, in addition to the President and Vice-Presidents of WMO, of the Presidents of Regional Associations and an equal number of directors of meteorological services of members. It will meet at least once a year. As the executive body of the Organization, the Committee will supervise the carrying out of Congress resolutions. It will, among other duties, make studies and recommendations and provide



members with technical information, counsel, and assistance in the field of meteorology.

The Regional Meteorological Associations, to be established by the Congress, will be composed of members of WMO which have networks of meteorological stations in the respective regions.

The Technical Commissions to be established by the Congress will be composed of experts. The present meteorological organization, the IMO, has among its technical commissions a Commission on Aeronautical Meteorology, one on Maritime Meteorology, and another on Agricultural Meteorology. Similar commissions may be established by the WMO.

## **International Trade Organization (ITO)**

(Not yet established)

### **1. FUNCTIONS**

As provided in the Havana Charter, the objectives of the International Trade Organization, when it comes into existence, are:

- to assure a large and steadily growing volume of real income and effective demand;
- to increase the production, consumption, and exchange of goods;
- to help promote industrial and general economic development, particularly of those countries in the early stages of industrial development;
- to encourage the international flow of capital for productive investment;
- to further the enjoyment by all countries on equal terms of access to the markets, products, and productive facilities needed for their economic prosperity and development;
- to promote the reduction of tariffs and other trade barriers and the elimination of discriminatory treatment in international commerce;
- to enable countries, by increasing opportunities for their trade and development, to abstain from measures disrupting world commerce and reducing employment; and
- to facilitate the solution of problems relating to international trade in the fields of employment, economic development, commercial policy, business practices, and commodity policy.

In administering the newly agreed precepts of fair trading, in dealing with complaints, and in granting permission for special exceptions, ITO, to a certain extent, may be compared with a court of law. Applications to ITO may be argued before the Executive Board or before the whole ITO Conference; and, on appeal, ITO may refer legal questions to the International Court of Justice at The Hague. In its day-to-day functions, ITO will be partly concerned with interpreting the Charter. This may result in the building of a type of "case law."

### **2. ORIGIN**

On 18 February 1946, the Economic and Social Council of the United Nations, on the motion of the United States representative, decided to call an International Conference on Trade and Employment for the purpose of expanding the production, exchange, and consumption of goods. At the



same time the Council established a Preparatory Committee to prepare, for consideration at the Conference, an agenda and a draft convention or charter for an International Trade Organization, and appointed the following States to designate representatives as members of the Committee: Australia, Belgium, Brazil, Canada, Chile, China, Cuba, Czechoslovakia, France, India, Lebanon, Luxembourg, Netherlands, New Zealand, Norway, Union of South Africa, the USSR, the United Kingdom, and the United States.

Prior to this, on 6 December 1945, the Department of State of the United States has made public a document setting forth "Proposals for Expansion of World Trade and Employment." On the same day the Government of the United Kingdom expressed its agreement on all important points in these proposals, which had resulted from the Anglo-American financial and trade discussions, and accepted them as a basis for international discussion. The proposals were later elaborated by the United States Government and published in September 1946 as a "Suggested Charter for an International Trade Organization."

The Preparatory Committee held its first session in London from 15 October to 26 November 1946. It was attended by representatives of eighteen of its member governments. The USSR had indicated that it felt unable to participate in the work of the Committee as it had not found it possible to devote sufficient preliminary study to the important questions which were the subject of the Committee's discussions. Certain other countries and a number of international organizations sent observers to the meeting.

### ***Draft Charter***

Using as a basic document the "Suggested Charter" issued by the United States, together with documents submitted by other delegations, including a draft Charter submitted by the delegation of Brazil, a detailed commentary on the United States proposals submitted by the delegation of India, and a memorandum on employment policy submitted by the delegation of the United Kingdom, the Preparatory Committee in the course of its first session prepared a draft charter for the ITO.

It established a drafting committee to edit for consistency and clarity those portions of the text on which the Preparatory Committee had come to substantial agreement, and to prepare alternative drafts of those portions on which there remained disagreement.

The Preparatory Committee, which met for its second session in Geneva from 10 April to 30 October 1947, discussed anew all the articles as edited by the drafting committee.

On 22 August 1947, it adopted the draft Charter to be used as the basis of discussion of the United Nations Conference on Trade and Employment.

### ***Multilateral Trade Agreement***

At its first session, the Preparatory Committee noted that the United States had previously invited the States which were now members of the Committee to meet to negotiate concrete arrangements for the relaxation of tariffs and trade barriers of all kinds. It therefore suggested that such reciprocal and mutually advantageous tariff negotiations should be conducted under the sponsorship of the Preparatory Committee at its second session.



Accordingly, while the Preparatory Committee was completing its work on the draft Charter, its members were at the same time conducting tariff negotiations. Prior to the session, each member of the Committee had compiled a list of commodities which it was interested in exporting and for which it asked tariff concessions from the other members of the Committee. Each member also compiled a schedule of concessions which it was prepared to make to other countries on particular products. The negotiations were conducted in accordance with a selective product-by-product method, insuring flexibility by taking into account the needs of individual countries and their industries. No country was expected to grant concessions without receiving concessions in return from the other negotiating countries. Belgium, Luxembourg, and the Netherlands are considered as a Customs Union, and were jointly represented in the negotiations as one delegation. In addition to the 18 participating members of the Preparatory Committee elected by the Economic and Social Council, the following took part in the negotiations: Burma, Ceylon, Pakistan, Southern Rhodesia, and Syria as part of the Syro-Lebanese Customs Union. These 23 States and territories, which account for approximately 70 percent of world export and import trade, concluded a total of 123 negotiated agreements. The results are incorporated in a multilateral trade agreement, entitled "General Agreement on Tariffs and Trade." The Agreement covers more than 45,000 items and accounts for two thirds of the import trade of the negotiating countries and for substantially half of the total world imports. This is the most comprehensive action ever undertaken to reduce barriers to international trade.

The Agreement was signed by representatives of the contracting States on 30 October 1947, at the closing meeting of the Preparatory Committee. Each negotiating country is contractually entitled to each of the tariff reductions and other concessions in each of the schedules of the other parties.

### ***United Nations Conference on Trade and Employment***

The United Nations Conference on Trade and Employment convened in Havana, Cuba, on 21 November 1947, the date recommended by the Preparatory Committee to the Economic and Social Council.

The Conference lasted until 24 March 1948 when the Final Act of the Conference, which authenticated the text of the Charter, was signed by 53 of the 56 participating states. Fifty-two of these States signed the Conference resolution establishing the ITO Interim Commission. The 35,000-word Havana Charter establishing the ITO as finally completed follows the pattern of the draft Charter presented by the Preparatory Committee. The Charter, which covers a vast and often highly technical panorama of international trade practices, is now open to all countries for acceptance. It is concerned with achieving and maintaining high levels of employment. At the same time it provides for collective action to deal with many kinds of world trade problems. It looks forward to the development of the resources of underdeveloped countries. It makes special arrangements for commodity agreements, when the normal process of supply and demand is inadequate to deal with abnormal fluctuations. It offers a new international code for dealing with harmful business practices in foreign trade.

Before the Conference could reach a decision on the many provisions of the Charter, many fundamental differing points of view between countries



had to be reconciled. Among the problems confronting the Conference was the necessity of striking a balance between, on the one hand, the economic development of less developed countries under the protection of such devices as quantitative restrictions, which often represent an absolute barrier to trade, and, on the other hand, the reduction of barriers to trade and the subsequent increasing flow of goods between countries which is essential for increasing world prosperity. A number of countries had been obliged to place restrictions on trade because of their unfavorable balance of payments. War damages and disruption resulted in the need for reconstruction and new capital equipment in many countries. The Conference, in attempting to resolve these problems, included in the Charter a number of exceptions to the ITO doctrine of multilateral trade. For example, until the return to normality, the Charter allows countries to seek bilateral or regional arrangements for their essential immediate needs, and to use certain types of quotas to help correct balance of payment difficulties.

### 3. ORGANIZATION

The ITO, as provided in the Havana Charter, will be composed of a Conference, an Executive Board, and a staff headed by a Director-General. The Conference is to be composed of representatives of all members of ITO. It will be the policy-making body of the Organization.

The Executive Board is to consist of eighteen members, including eight members of chief economic importance and other members elected by the Conference to represent the different degrees of economic development found within the membership of the Organization.

### 4. INTERIM ARRANGEMENTS

The ITO will come into being when the Havana Charter has been ratified by the required number of signatory states. In the meantime an Interim Commission has been set up; its members are the 52 signatories of the Conference resolution establishing it (these states are listed in the table on pages 192-195).

The Commission, operating through an Executive Committee of eighteen members, is to prepare for the first regular session of the ITO Conference, recommend to it the headquarters for the Organization, prepare draft agreements on the relationship of ITO with the United Nations and with the specialized agencies and other organizations.

The Interim Commission held its first meeting on 20 March 1948 in Havana. It elected the following members to its Executive Committee: Australia, Benelux (Belgium, Netherlands, and Luxembourg Economic Union), Brazil, Canada, China, Colombia, Czechoslovakia, Egypt, El Salvador, France, Greece, India, Italy, Mexico, Norway, the Philippines, the United Kingdom, and the United States.

As its Executive Secretary, the Commission named Eric Wyndham-White (United Kingdom), who was Executive Secretary of the Preparatory Committee and of the Conference. L. D. Wilgress (Canada) was elected Chairman of the Executive Committee.



# Intergovernmental Maritime Consultative Organization (IMCO)

(Not yet established)

## 1. FUNCTIONS

The Intergovernmental Maritime Consultative Organization, when it comes into being, is:

- to provide for intergovernmental cooperation concerning regulation and practices relating to technical matters affecting international shipping;
- to encourage the highest standards of maritime safety and efficiency of navigation;
- to promote the availability of shipping services to the commerce of the world without discrimination; and
- to consider unfair restrictive practices by shipping concerns.

## 2. ORIGIN

The United Nations Temporary Transport and Communications Commission, meeting in April–May 1946, noted that although there was a large number of international conventions and agreements concerned with shipping, there was no intergovernmental organization to coordinate technical shipping activities other than the United Maritime Consultative Council (UMCC), whose existence had been provided for only until 31 October 1946. On the basis of the Temporary Commission's report, the Economic and Social Council, on 21 June 1946, recommended that its permanent Transport and Communications Commission examine the question of establishing a permanent intergovernmental shipping organization. The Council also authorized the Secretary-General to seek the views of the United Maritime Consultative Council.

The UMCC prepared a draft convention for the proposed organization and recommended to its fourteen member governments, at its last session, in October 1946, the establishment of an intergovernmental maritime consultative organization.

The Economic and Social Council, on 28 March 1947, after examining the report of its permanent Transport and Communications Commission, asked the Secretary-General to convene a conference to consider the establishment of an intergovernmental maritime organization. The Secretary-General was requested to invite to the Conference all Members of the United Nations and in addition Albania, Austria, Bulgaria, Ireland, Finland, Hungary, Italy, Portugal, Roumania, Switzerland, Trans-Jordan, and Yemen.

The United Nations Maritime Conference met in Geneva from 19 February to 6 March 1948. The Conference was attended by representatives from thirty-two countries and by observers from four other countries and nine international organizations.

The draft convention concerning the scope and purpose of the proposed organization, prepared by the United Maritime Consultative Council, served as the basis of discussion of the Conference.

On the basis of this draft, a Convention on the Intergovernmental Maritime Consultative Organization was drawn up by the Conference and



opened for signature on 6 March 1948. IMCO will come formally into existence when twenty-one States have become parties to the Convention, of which seven must each have a total tonnage of at least one million gross tons of shipping.

In the meantime, a Preparatory Committee established by the Conference is to make the necessary preparations for the first session of the Assembly of IMCO. It is composed of representatives of the following States elected by the Conference: Argentina, Australia, Belgium, Canada, France, Greece, India, Netherlands, Norway, Sweden, United Kingdom, and United States.

The Conference also prepared a draft agreement on the relationship between the United Nations and IMCO to be used by the Preparatory Committee as a basis for negotiations with the United Nations.

### 3. ORGANIZATION

The structure of IMCO, as provided by the Convention, will comprise:

1. an Assembly, consisting of representatives of all members, to meet every two years. It will be the policy-making body of the Organization.
2. a Council, composed of sixteen members of which eight will represent countries having an interest in providing international shipping services, and eight will represent countries having an interest in international seaborne trade. Between sessions of the Assembly, it will perform all functions of the Organization except that of recommending to members the adoption of maritime safety regulations.
3. a Maritime Safety Committee, consisting of fourteen members elected by the Assembly from among member nations having an important interest in maritime safety, of which at least eight are to be the largest ship-owning nations.
4. a Secretariat, comprising the Secretary-General, a Secretary of the Maritime Safety Committee, and such staff as the Organization requires.

### Addresses of the Specialized Agencies

#### INTERNATIONAL LABOR ORGANIZATION (ILO)

Address International Labor Office as follows:

*Working Headquarters:*

3450 Drummond Street  
Montreal 25, Canada

*Geneva Office:*

Geneva, Switzerland

*Branch Offices:*

*United States*

1825 Jefferson Place  
Washington 6, D.C.

*United Kingdom*

38 Parliament Street  
London, S.W. 1

*France*

205 Boulevard St. Germain  
Paris VIIe

*Italy*

Villa Aldobrandini  
via Panisperna 28, Rome

*India*

Cochin House  
3 Jantarmantar Road, New Delhi

*China*

754 Bubbling Well Road  
Shanghai

*Liaison Office with United Nations:*  
P. O. Box 648, Great Neck, Long Island, New York

FOOD AND AGRICULTURE ORGANIZATION OF THE  
UNITED NATIONS (FAO)

*Headquarters:*  
1201 Connecticut Avenue, N.W.  
Washington 6, D.C., U.S.A.

*Temporary European Regional  
Office:*  
Institute International  
d'Agriculture  
Villa Umberto 1, Rome, Italy

UNITED NATIONS EDUCATIONAL, SCIENTIFIC, AND  
CULTURAL ORGANIZATION (UNESCO)

*Headquarters:*  
19 Avenue Kléber  
Paris 16e, France

*New York Office:*  
15 West 77th Street, New York,  
N.Y., U.S.A.  
(at American Museum of Natural  
History)

INTERNATIONAL CIVIL AVIATION ORGANIZATION (ICAO)

*Headquarters:*  
1017 Dominion Square Building  
Montreal, Canada

*European & African Office:*  
(temporary location)  
60 bis Avenue d'Iena  
Paris 16e, France

*Middle East Office:*  
(temporary location)  
10 Sharia Lotfallah, Apartment 7  
Zamalek, Cairo, Egypt

*Far East & Pacific Office:*  
(temporary location)  
522 Little Collins Street  
Melbourne, Australia  
*South American Office:*  
Apartado 680  
Lima, Peru

INTERNATIONAL BANK FOR RECONSTRUCTION AND  
DEVELOPMENT

1818 H Street, Washington 25, D. C.

INTERNATIONAL MONETARY FUND

1818 H Street, Washington 25, D. C.

UNIVERSAL POSTAL UNION (UPU)

Schwarztorstrasse 38  
Berne, Switzerland

INTERNATIONAL TELECOMMUNICATION UNION (ITU)

Effingerstrasse 1  
Berne, Switzerland



## WORLD HEALTH ORGANIZATION (WHO)

*Headquarters:*

Palais des Nations  
Geneva, Switzerland

*New York Office:*

Empire State Bldg.  
350 Fifth Avenue  
New York 1, N.Y., U.S.A.

## INTERNATIONAL REFUGEE ORGANIZATION (IRO)

*Headquarters:*

Palais des Nations  
Geneva, Switzerland

*Washington Office:*

1344 Connecticut Avenue, N.W.  
Washington 25, D.C., U.S.A.

## WORLD METEOROLOGICAL ORGANIZATION (WMO)

5 Rue Etraz  
Lausanne, Switzerland

## INTERNATIONAL TRADE ORGANIZATION (ITO)

(Interim Commission of ITO)

*Headquarters:*

(from 1 August 1948)

Palais des Nations  
Geneva, Switzerland

*New York Office:*

c/o United Nations  
Lake Success, N.Y.

## INTERGOVERNMENTAL MARITIME CONSULTATIVE ORGANIZATION (IMCO)

(Preparatory Committee of IMCO)

c/o Transport and Communications Division  
Department of Economic Affairs  
United Nations, Lake Success, New York

**Part Four**  
**APPENDICES**



# MEMBERS OF THE UNITED NATIONS AND THE SPECIALIZED AGENCIES

(Based on information available May 1948)

<i>Countries</i>	<i>United Nations</i>	<i>ILO</i>	<i>UNESCO</i>	<i>FAO</i>	<i>ICAO</i>	<i>Fund</i>	<i>Bank</i>	<i>WHO</i>	<i>Preparatory Comm. IRO<sup>2</sup></i>	<i>ITU<sup>3</sup></i>	<i>UPU<sup>4</sup></i>	<i>Interim Comm. ITO</i>
Afghanistan	•	•	•	•	•			•			•	•
Albania		•						•		•	•	
Argentina	•	•			•				•*	•	•	•
Australia	•	•	•	•	•	•	•	•	•*	•	•	•
Austria		•	•	•				•		•	•	•
Belgium	•	•	•	•	•	•	•		•*	•	•	•
Bolivia	•	•	•	•	•	•	•		•		•	
Brazil	•	•	•	•	•	•	•		•	•	•	•
Bulgaria		•								•	•	
Burma	•	•		•						•		•
Byelorussian SSR	•							•		•	•	
Canada	•	•	•	•	•	•	•	•	•*	•	•	•
Ceylon				•								•
Chile	•	•		•	•	•	•			•	•	•
China	•	•	•	•	•	•	•	•	•*	•	•	•
Colombia	•	•	•	•	•	•	•			•	•	•
Costa Rica	•	•		•		•	•				•	•

[illegible]



# MEMBERS OF THE UNITED NATIONS AND THE SPECIALIZED AGENCIES (continued)

(Based on information available May 1948)

Countries	United Nations	ILO	UNESCO	FAO	ICAO	Fund	Bank	WHO	Preparatory Comm. IRO <sup>2</sup>	ITU <sup>3</sup>	UPU <sup>4</sup>	Interim Comm. ITO
Korea											•	
Lebanon	•		•	•		•	•			•	•	•
Liberia	•	•	•	•	•			•	•		•	•
Luxembourg	•	•	•	•	•	•	•			•	•	•
Mexico	•	•	•	•	•	•	•	•		•	•	•
Monaco								•				
Netherlands	•	•	•	•	•	•	•	•	•*	•	•	•
New Zealand	•	•	•	•	•			•	•*	•	•	•
Nicaragua	•			•	•	•	•			•	•	•
Norway	•	•	•	•	•	•	•	•	•*	•	•	•
Pakistan	•	•		•	•					•	•	•
Panama	•	•		•		•	•		•	•	•	•
Paraguay	•			•	•	•	•				•	
Peru	•	•	•	•	•	•	•		•	•	•	•
Philippines	•		•	•	•	•	•		•	•	•	•
Poland	•	•	•	•	•	•	•	•		•	•	•
Portugal		•		•	•			•		•	•	
Roumania										•	•	





## NOTES

(for chart on preceding four pages)

### ABBREVIATIONS

ILO.....	International Labor Organization
UNESCO.....	United Nations Educational, Scientific, and Cultural Organization
FAO.....	Food and Agriculture Organization of the United Nations
ICAO.....	International Civil Aviation Organization
Fund.....	International Monetary Fund
Bank.....	International Bank for Reconstruction and Development
WHO.....	World Health Organization
IRO.....	International Refugee Organization
ITU.....	International Telecommunication Union
UPU.....	Universal Postal Union
ITO.....	International Trade Organization

1. In accordance with a resolution of the General Assembly of the United Nations, recommending that the Franco Government of Spain be debarred from membership in international agencies brought into relationship with the United Nations, the First Assembly of ICAO, in May 1947 voted to expel Spain from membership in ICAO. This decision, to become effective, must be ratified by two-thirds of ICAO's members.

2. The asterisk indicates countries which had unconditionally ratified the IRO Constitution in May 1948. The Organization has now come into being.

3. Besides the members shown in this chart, ITU's total of seventy-two members includes the following:

- Belgian Congo and Territory of Ruanda-Urundi
- French Protectorates of Morocco and Tunisia
- Colonies, Protectorates, and Overseas Territories under French Mandate
- Netherlands Indies
- Portuguese Colonies
- Colonies, Protectorates, Overseas Territories, and Territories under Mandate or Trusteeship of the United Kingdom
- Territories of the United States

The membership of the Netherlands indicated on the chart includes Curaçao and Surinam; likewise the Union of South Africa includes the Mandated Territory of South-West Africa.

In addition, the following States are eligible to join ITU when they accede to the Convention:

- Afghanistan
- Bolivia
- Costa Rica
- Liberia
- Paraguay
- Yemen

Germany and Japan may accede to the Convention when the responsible authorities deem it appropriate. Spain, Spanish Morocco, and all Spanish possessions are debarred from membership in accordance with the United Nations General Assembly resolution on Franco Spain.

4. Besides the members shown in this chart, UPU's total of eighty-eight members includes the following:

- Belgian Congo
- Algeria
- Indo-China

The whole of the Overseas Territories of the French Republic and Territories administered as such

Germany

The whole of the British Overseas Territories, including the Colonies, the Protectorates, and the Territories under Mandate or under Trusteeship Exercised by the United Kingdom

Japan

Morocco (except Spanish Morocco)

Curaçao and Surinam

Netherlands Indies

Portuguese Colonies in West Africa

Portuguese Colonies in East Africa, in Asia, and Oceania

Spanish Morocco

The whole of the Spanish Colonies

Tunisia

The whole of the Possessions of the United States

A part of the UPU Convention signed in July 1947 prevents Spain, Spanish Morocco, the whole of the Spanish Colonies, Germany, Japan, and Korea from adhering to the Convention until such time as relations are again regularized.



# Roster of the United Nations

(as of May 1948)

196

Country	Capital	Total Area (square miles)	Latest Population Estimate Date	No. of Inhabitants	Date of Admission to U. N.
Afghanistan	Kabul	250,000	Midyear 1946	12,000,000	November 19, 1946
Argentina	Buenos Aires	1,078,769	C May 10, 1947	16,108,000	September 24, 1946
Australia (excl. aboriginals)	Canberra	2,974,581	C June 30, 1947	7,581,000	November 1, 1945
Belgium	Brussels	11,775	December 31, 1946	8,389,000	December 27, 1945
Bolivia	La Paz	416,040	September 1, 1947	3,854,000	November 14, 1945
Brazil	Rio de Janeiro	3,286,170	Midyear 1946	46,726,000	September 21, 1945
Burma	Rangoon	261,610	Midyear 1946	17,000,000	April 19, 1948
Byelorussian SSR	Minsk	88,146	C January 17, 1939	5,568,000 <sup>1</sup>	October 24, 1945
Canada	Ottawa	3,690,410	Midyear 1947	12,582,000	November 9, 1945
Chile	Santiago	286,396	Midyear 1947	5,522,000	October 11, 1945
China <sup>2</sup>	Nanking	4,314,097	Midyear 1947	461,006,000	September 28, 1945
Colombia	Bogota	439,830	July 5, 1947	10,545,000	November 5, 1945
Costa Rica	San Jose	19,238	December 31, 1946	772,000	November 2, 1945
Cuba	Havana	44,218	December 31, 1946	5,052,000	October 15, 1945
Czechoslovakia	Prague	49,358	Mean 1947	12,170,000	October 19, 1945
Denmark (excl. Faroe Islands)	Copenhagen	16,575	Midyear 1947	4,146,000	October 9, 1945
Dominican Republic	Cuidad Trujillo	19,129	Midyear 1947	2,151,000	September 4, 1945
Ecuador	Quito	115,830	Midyear 1946	3,340,000	December 21, 1945
Egypt	Cairo	386,000	C March 26, 1947	19,090,448 <sup>3</sup>	October 22, 1945
El Salvador	San Salvador	13,176	Midyear 1947	2,047,000	September 26, 1945
Ethiopia	Addis Ababa	350,000	Midyear 1947	15,000,000	November 13, 1945
France	Paris	212,659	Midyear 1947	41,000,000	August 31, 1945
Greece	Athens	50,257	December 31, 1946	7,450,000	October 25, 1945
Guatemala	Guatemala City	42,042	December 31, 1947	3,678,000	November 21, 1945
Haiti	Port-au-Prince	10,714	Midyear 1946	3,500,000	September 27, 1945
Honduras	Tegucigalpa	59,161	Midyear 1946	1,220,000	December 17, 1945
Iceland	Reykjavik	39,709	Midyear 1946	132,000	November 19, 1946
India <sup>4</sup>	New Delhi	1,300,000	1948	300,000,000	October 30, 1945
Iran	Teheran	628,000	Midyear 1946	17,000,000	October 16, 1945
Iraq	Bagdad	175,000	Midyear 1946	4,803,000	December 21, 1945
Lebanon	Beirut	3,475	Midyear 1946	1,160,000	October 15, 1945
Liberia	Monrovia	43,000	Midyear 1946	1,600,000	November 2, 1945

Luxembourg	999	Midyear 1946	285,000	October 17, 1945
Mexico	763,944	Midyear 1947	23,219,000	November 7, 1945
Netherlands	15,764	Midyear 1947	9,636,000	December 10, 1945
New Zealand	103,415	Midyear 1947	1,802,000	September 19, 1945
Nicaragua	57,145	Midyear 1947	1,136,000	September 6, 1945
Norway	124,556	Midyear 1947	3,145,000	November 27, 1945
Pakistan <sup>4</sup>	350,000	1948	77,000,000	September 30, 1947
Panama	28,575	Midyear 1947	697,000 <sup>5</sup>	November 13, 1945
Paraguay	150,515	Midyear 1946	1,200,000	October 12, 1945
Peru	482,258	December 31, 1947	7,992,000 <sup>6</sup>	October 31, 1945
Philippines	114,400	Midyear 1947	19,511,000	October 11, 1945
Poland	120,818	C February 14, 1946	23,930,000	October 24, 1945
Saudi Arabia	700,000 <sup>7</sup>	Midyear 1946	6,000,000	October 18, 1945
Siam	200,148	C May 14, 1947	17,264,000	December 16, 1946
Sweden	173,347	Midyear 1947	6,803,000 <sup>8</sup>	November 19, 1946
Syria	73,587	Midyear 1946	3,662,000	October 19, 1945
Turkey	294,416	Midyear 1946	19,010,000	September 28, 1945
Ukrainian SSR	215,600	C January 17, 1939	30,960,200 <sup>1</sup>	October 24, 1945
Union of South Africa	472,550	Midyear 1947	11,600,000	November 7, 1945
Union of Soviet Socialist Republics (USSR)	8,350,650	C January 17, 1939	170,467,200 <sup>9</sup>	October 24, 1945
United Kingdom	94,279	Midyear 1947	49,748,000	October 20, 1945
United States	3,022,387	Midyear 1947	144,002,000	August 8, 1945
Uruguay	72,172	Midyear 1946	2,281,000	December 18, 1945
Venezuela	352,150	Midyear 1946	4,400,000 <sup>10</sup>	November 15, 1945
Yemen	75,000	Midyear 1946	5,000,000	September 30, 1947
Yugoslavia	95,558	Midyear 1946	14,800,000	October 19, 1945

## NOTES

C indicates enumerated population.

<sup>1</sup> Data included in USSR census of prewar territory.

<sup>2</sup> Includes Formosa, Manchuria, Jehol, Sinkiang, and Tibet.

<sup>3</sup> Including estimate of 50,000 for nomadic population.

<sup>4</sup> Estimated area and population figures supplied by India and Pakistan Delegations to the United Nations.

<sup>5</sup> Includes tribal Indians estimated at 55,987 in 1940.

<sup>6</sup> Includes 465,000 estimated for omissions and 350,000 for jungle inhabitants.

<sup>7</sup> Excluding the Desert of Rub' Al Khali.

<sup>8</sup> Including an estimated 655,625 Beduins.

<sup>9</sup> Includes figures for Byelorussian and Ukrainian SSR

<sup>10</sup> Includes tribal Indians estimated at 100,600 in 1941.



## Selected Bibliography

### UNITED NATIONS PUBLICATIONS

- Documents of the United Nations Conference on International Organization, San Francisco, 1945.* Published in cooperation with the Library of Congress. London, New York, United Nations Information Organization, 1945-46. 16 Vols. Vol. 16 is Index. \$90.00.
- Report of the Preparatory Commission of the United Nations.* Document PC/20, 23 December 1945. \$1.00.
- Annual Reports of the Secretary-General on the Work of the Organization*  
Report dated 30 June 1946 and supplementary report dated 24 October 1946. Documents A/65, A/65/Add.1 and A/65/Add.1/Corr.1. 75c.  
Report dated 4 July 1947. Document A/315 (*General Assembly Official Records*, 2nd session, Supplement No. 1). \$1.00.
- Annual Reports to the General Assembly from:*
- Security Council:  
Covering period from 17 January to 15 May 1946. Document A/93.  
Covering period from 16 July 1946 to 15 July 1947. Document A/366.
  - Economic and Social Council:  
Covering period from 23 January to 3 October 1946. Documents A/125, A/125/Add.1, and A/125/Add.1/Corr. 1. (*General Assembly Official Records*, 2nd session, Supplement No. 3). \$1.00.
  - Trusteeship Council:  
Covering period from 26 March to 28 April 1947. Document A/312 (*General Assembly Official Records*, 2nd session, Supplement No. 4). 15c.
- Collected Resolutions:*
- General Assembly:  
1st part of 1st session (1946). Document A/64. 75c.  
2nd part of 1st session (1946). Document A/64/Add 1. 75c.  
Index to 1st session (1946). Document A/64/Add. 2. 25c.  
1st special session (1947). Document A/310 (Sales No. 1947.I.11). 10c.  
2nd session (1947). Document A/519 (*General Assembly Official Records*, 2nd session, Resolutions). \$1.50.
  - Economic and Social Council:  
1st session (1946). In *Economic and Social Council Official Records*, 1st session. \$1.30.  
2nd session (1946). In *Economic and Social Council Official Records*, 2nd session. \$3.00.  
3rd session (1946). Document E/245/Rev.1. 75c.  
4th session (1947). Document E/437 (Sales No. 1947.I.14). 50c.  
5th session (1947). Document E/573. \$1.00.  
Index to 1st to 5th sessions. Document E/INF/20.  
6th session (1948). Document E/777 (Sales No. 1948.I.5). 50c.
  - Trusteeship Council:  
1st session (1947). Document T/43 (Sales No. 1947.VIA.2). 10c.
- Rules of Procedure:*
- General Assembly. Document A/520 (Sales No. 1948.I.1). 40c.
  - Security Council. Document S/96/Rev.3 (Sales No. 1948.I.2). 20c.
  - Economic and Social Council. Document E/33/Rev.4 (Sales No. 1947.I.19). 20c.
  - Trusteeship Council. Document T/1/Rev.1 (Sales No. 1947.I.9). 20c.
  - Atomic Energy Commission. Document AEC/10 (*Atomic Energy Commission Official Records*, Supplement No. 2). 10c.
- Yearbook of the United Nations, 1946-47.* Lake Success, New York, 1947. xxxiv, 991 p. fold. plates, \$10.00.
- International Court of Justice. Yearbook, 1946-1947.* The Hague, 1947. 233 p. \$2.20.

- Basic Facts about the United Nations.* Lake Success, 1948. 24 p. 15c.
- Charter of the United Nations and Statute of the International Court of Justice.* Lake Success, 1948. 71 p. Pocket size. 10c.
- Guide to the United Nations Charter.* Lake Success, 1947. vi, 53 p. illus. 50c.
- Structure of the United Nations.* Lake Success, 1947. 26 p. 35c.
- United Nations Chronology, 1 January 1942-30 April 1947.* Lake Success, 1947. 43 p. Mimeographed.
- United Nations Bulletin*, vol. 1, no. 1-, 3 August 1946-. Lake Success, 1946-. Published weekly until December 1947 with title *United Nations Weekly Bulletin*. Now issued semi-monthly. Annual subscription \$3.00.
- For records of discussions, consult the *Official Records* of the General Assembly, the Security Council, the Economic and Social Council, the Trusteeship Council, and the Atomic Energy Commission.

## UNOFFICIAL PUBLICATIONS

- ARNE, SIGRID. *United Nations Primer*, rev. ed. New York, Toronto, Rinehart and Co., Inc. [c1948] vii, 266 p. chart.
- BOYD, ANDREW. *The United Nations Organization Handbook*. London, Pilot Press, 1946. 210 p. diagr. Contains the text of the Charter of the United Nations and the Statute of the International Court of Justice, with an index of the articles of the Charter.
- BRIERLY, J. L. *The Covenant and the Charter*. Cambridge [Eng.], The University Press, 1947. 28 p. The Henry Sidgwick memorial lecture delivered at Newnham College, Cambridge, on 30 November, 1946.
- COMMISSION TO STUDY THE ORGANIZATION OF PEACE. *Security and disarmament under the United Nations*. New York, The Commission, June 1947. 35 p. (Fifth report.)
- CONOVER, HELEN F., comp. *Non-self-governing areas, with special emphasis on mandates and trusteeships*. A selected list of references. Washington, Library of Congress, General Reference and Bibliography Division, 1947. 2 v. Mimeographed.
- Documents of international organizations: a selected bibliography*. vol. 1, no. 1-, November 1947-. [Boston] World Peace Foundation, 1947-. A quarterly bibliography prepared by the Staff of the World Peace Foundation.
- DOLIVET, LOUIS. *The United Nations. A handbook on the new world organization*. Pref. by Trygve Lie. New York, Farrar, Straus and Co., 1946. 152 p. diagrs. Contains the text of the Charter of the United Nations and the Statute of the International Court of Justice.
- EVATT, HERBERT VERE. *The United Nations*. Cambridge, Mass., Harvard University Press, 1948. 5 p.l., 3-154 p. Revised edition of his three Oliver Wendell Holmes lectures given at Harvard University.
- FINER, HERMAN. *The United Nations Economic and Social Council*. Boston, World Peace Foundation, 1946. 121 p.
- FISHER, LOIS. *You and the United Nations*. Chicago, Childrens Press, 1947. [38] p. illus. An illustrated explanation of the purpose and activities of the United Nations for juvenile readers.
- GALT, TOM. *How the United Nations works*. Illus. by Norman Tate. New York, Thomas Y. Crowell Co. [c1947] vi, 218 p. Illus. For juvenile readers aged 9 to 12. Explanation of the aims and activities of the U. N., with a selection of documents.
- GOODRICH, LELAND M. and HAMBRO, EDVARD. *Charter of the United Nations. Commentary and documents*. Boston, World Peace Foundation, 1946. xiii, 413 p. Bibliography: p. 387-400.
- HARLEY, J. EUGENE. *Documentary textbook on the United Nations . . .* Los Angeles, Center for International Understanding [c1947] xx, 952 p. A comprehensive, annotated collection of basic official documents emphasizing international cooperation for world peace. Includes selected bibliographies and a chronology.
- JOHNSON, JULIA E., comp. *United Nations or world government*. New York, H. W. Wilson Co., 1947. 285 p. (The Reference Shelf, vol. 19, no. 5.) Bibliography: p. [241]-285.
- KOO, WELLINGTON, JR. *Voting procedures in international political organizations*. New York, Columbia University Press, 1947. vii, 349 p. Bibliography: p. [339]-343.



- MOORE, BERNARD. *The United Nations, First Assembly, New York, 1946*. London, United Nations Association of Great Britain and Northern Ireland [1947]. 107 p. Plates, map.
- . *United Nations, Second Assembly, New York 1947*. London, United Nations Association [1948] [111] p. Plates.
- ROTARY INTERNATIONAL. *From here on! The Charter of the United Nations, with interpretative comments and pertinent discussion questions*. New and rev. ed. Chicago, London [etc.] Rotary International [c1947]. 104 p. Illus.
- Symposium on world organization*. *Yale Law Journal*, New Haven, Conn., vol. 55, no. 5, August 1946. vi [865]–1331 [1], vii–viii p. Contains 24 signed articles on various United Nations problems.
- The United Nations, a handbook of the U. N.* [Columbus, Ohio, New York] Charles E. Merrill Co. [c1946] 32 p. Illus. Prepared by the Current Events editors of the American Education Press, Inc.
- The United Nations at Work: Basic Documents*. Boston, World Peace Foundation, 1947. 147 p.
- The United Nations and You*. Program material for young people. Rev. ed. New York, American Association for the United Nations, Education Department, 1947. 39 p. First edition entitled *You and the United Nations* was published October 1945.
- The United Nations in Action*. A students' handbook of the world organization [New York, Scholastic Magazines] 1947. 50 p. (*Senior Scholastic*, vol. II, no. 6, Part II, October 20, 1947). An illustrated outline of the aims and activities of the United Nations, its organs and the Specialized Agencies, prepared by the staff of Scholastic Magazines.
- WHITE, FRED A. *United Nations, the First Assembly, London 1946*. London, United Nations Association of Great Britain and Northern Ireland [1946]. 93 p. Plates, ports. With a list of informative books and pamphlets.
- WILSON, CLARA O. *Working together in the United Nations*. Lincoln, New York [etc.]. The University Publishing Co. [c1947] 32 p. Illus. An illustrated explanation of the organization and purpose of the United Nations for juvenile readers.

## PERIODICALS

- International Organization*, vol. 1, no. 1–, February 1947. Boston, World Peace Foundation, 1947–. Published quarterly. Contains extensive bibliographic footnotes, as well as a selected bibliography of books, periodical articles and documents of, and about the United Nations, its organs, and the Specialized Agencies.
- United Nations News*, vol. 1, no. 1–, April 1946–. London, United Nations Association, 1946–. Published monthly.
- United Nations News*; a monthly report on the United Nations and its related agencies; vol. 1, no. 1–, January 1946–. New York, Woodrow Wilson Foundation, 1946–.
- United Nations World*, vol. 1, no. 1–, February 1947–. New York, United Nations World, Inc., 1947–. Published monthly.

## Addresses of United Nations Information Centres

### *Copenhagen*

United Nations Information Centre  
Sct. Peders Straede, 38  
Copenhagen K, Denmark

### *Geneva*

United Nations Information Centre  
Palais des Nations  
Geneva, Switzerland

### *London*

United Nations Information Centre  
Russell Square House  
Russell Square, London, W.C. 1,  
England

### *Mexico*

Centro de Informaciones de las Naciones Unidas  
Edificio Internacional  
Paseo Reforma No. 1—Of. 405  
Mexico, D. F., Mexico

### *Moscow*

United Nations Information Centre  
Hohlovski Pereulok 15  
Moscow, USSR

### *New Delhi*

United Nations Information Centre  
Theatre Communications Building  
Connaught Place, Queensway  
New Delhi, 1, India

### *Paris*

Centre d'Information des Nations Unies  
19 Avenue Kléber  
Paris 16e, France

### *Prague*

United Nations Information Centre  
Panska 5  
Prague 2, Czechoslovakia

### *Rio de Janeiro*

Centro de Informacoes do Rio de Janeiro  
11 Rua Mexico, Sala 1401 B  
Rio de Janeiro, Brasil

### *Shanghai*

United Nations Information Centre  
106 Wang Poo Road  
Shanghai, China

### *Warsaw*

United Nations Information Centre  
Hoza 35  
Warsaw, Poland

### *Washington*

United Nations Information Centre  
1712 H Street, N. W.  
Washington, D. C., U. S. A.



























[illegible]

Jx  
1977  
- A39  
1948

United Nations

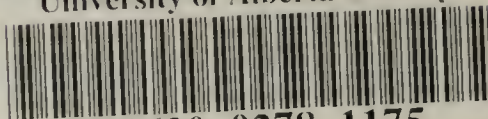
104375 ✓

EDUCATION LIBRARY

EDUCATION LIBRARY



University of Alberta Library



0 1620 0278 1175

**A4932**

